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### **3.0 UNIFORM SERVICES BUREAU**

This chapter presents the results of the performance audit of the Uniform Services Bureau of the Metropolitan Nashville Police Department.

The Nashville Police Department is a full-service law enforcement agency. The department provides citizens of Nashville and Davidson County with a broad range of police-related services. This chapter focuses on the Uniform Services Bureau, one of three bureaus in the Metropolitan Nashville Police Department. It is the largest bureau and is currently composed of four divisions and two specialty units, including:

- Patrol Division
- Traffic Division
- School Services Division
- Tactical Investigations Division
- Special Weapons and Tactics Team
- Police Negotiators Unit

This chapter discusses each division and unit separately, including bureau management.

#### **3.1 Background**

The stated mission of the Metropolitan Nashville Police Department is:

*To provide community based police services through crime prevention strategies and partnerships, to ensure a safe and peaceful Nashville.*

In fulfillment of that mission, the Uniform Services Bureau provides the following services:

- Patrol services, including initial response to calls for police service, continuous patrol of the community, and enforcement of traffic laws;
- Traffic and DUI enforcement, crash investigation, and traffic analysis;
- Aviation support, canine support, and hazardous devices identification, handling and disposal;

- education-related services such as school resource officer programs, school crossing services, police athletic league activities, drug and crime prevention, and demand reduction activities; and
- deployment of special weapons and tactics in support of enforcement and investigative functions, search and rescue, dignitary protection, and counteracting hostage situations.

### **3.2 Impact of Community Oriented Policing**

MNPD has adopted a philosophy of “Community Oriented Policing.” As articulated in the Metro Nashville Police Department’s mission statement, the department provides “community based police services through crime prevention strategies and partnerships.”

The foundation of a successful community policing approach to local law enforcement is a close working relationship between community members and the police. Community policing typically consists of two core components: community partnerships and problem solving. To develop community partnerships, police must develop positive relationships with the community, involve the community in the pursuit of better crime control and prevention, and pool resources to address the most urgent problems and concerns of community members. Problem solving is the process through which the specific concerns and problems of the community are identified and the most appropriate solutions to the problems are found. All those who live and work in the community share responsibility for finding solutions to problems that detract from the safety of the community.

Community policing embraces the philosophy of taking proactive steps to prevent crime. It requires the police to find solutions to treat problems, not merely symptoms, and it emphasizes the development of partnerships between the police, the community, and other governmental agencies.

Community policing relies on department decentralization and an orientation of the patrol function to facilitate two-way communication between the police and the public. Community policing requires a commitment to helping neighborhoods solve crime problems through community organizations and crime prevention activities. The underlying belief is that solving problems is preferable to continually reacting to crime. Crime prevention is a central expectation of community oriented police departments. Solving crime is, and will continue to be, an essential element of police work. However, preventing crimes is the most effective way to create safer communities.

The challenge facing police departments is how to operationalize community policing. That is, how does a police department integrate the activities of each functional area of the department in a manner that promotes community policing, problem solving, and crime prevention? Research repeatedly points out that there is no single way to implement community policing. Some departments have implemented community policing on a neighborhood-by-neighborhood basis. Others have created community-policing units within patrol precincts or sectors staffed by officers with a broad range of skills and expertise. Still others have implemented community policing departmentwide by making all officers crime prevention officers. Regardless of the implementation strategy, one theme has emerged: the entire police organization must be structured, managed and operated in a way that supports the efforts of the patrol officer.

Under community policing, command is no longer centralized, and many decisions are made—and services delivered—at lower levels of the organization. Greater decision-making authority is given to those “closest to the street” with the expectation of improving service delivery and the overall performance of the police department. The decentralization of command and service delivery is important to the creation of meaningful and productive ties with the community. Under community policing,

department management serves to guide, rather than dictate, the actions of patrol officers and helps ensure that the patrol function has the resources to solve the community's problems.

Research suggests, however, that departments operationalizing community policing may experience opposition. Community policing is often seen as patrol's responsibility, or even a subset of patrol (i.e., a special unit within patrol). Instead, all parts of the police department should be involved. Detectives, for example, may be reassigned to work specific neighborhoods in support of a sector station.

In a decentralized policing organization, patrol officers are responsible for the daily policing needs of the community, and accountability for addressing crime rests with the patrol commander(s). However, patrol commanders cannot be held accountable if they are not given the resources needed to address crime. There may be a need to increase the number of officers assigned to the patrol function. Criminal investigators may need to be assigned to patrol precincts or sectors. Civilians should be used for support positions that do not require policing skills and sworn staff be assigned to patrol operations. Many departments that have moved to community policing, and the decentralization of command and resources, have taken a broad perspective on dealing with crime and shifted more resources into the patrol function. This broader perspective recognizes the value of activities that contribute to the orderliness and well-being of the community. The broader perspective includes activities such as: assisting crime victims, helping solve domestic disputes, dealing with landlord and tenant disputes, and controlling traffic, to name a few. These activities help develop strong ties and trust between the police and community, and help patrol respond to a wide variety of service demands. The police cannot succeed without the support of the community, and the

community cannot succeed in creating and maintaining safe neighborhoods without a responsive police department.

In the case of MNPd we are proposing that MNPd make some initial steps toward decentralization in order to support community policing efforts more effectively. By giving Sector Station commanders additional ability to direct resources deployed in their geographic areas, MNPd will begin to move to a modified "Precinct" model of operation. By Precinct model we mean giving an area commander direct control of more of the services and personnel that are necessary to fully meet citizens' law enforcement needs. By allowing the Sectors to function more like Precincts, services are placed closer to citizens, and commanders have greater resources to move against the unique problems in their areas. This, in turn, allows the department and the community to have greater expectations for commanders in terms of how successfully they address the problems in their Sector.

Given more resources and clearly stated expectations, coupled with departmentwide strategic plans, the Sector Station commanders in the future will be held more directly accountable for results in their areas. Increased accountability will help ensure that problems are corrected instead of explained, while efforts not preventing crime are discontinued. Accountability will also ensure that effective partnerships with the community are established and maintained over time. This approach can be a key part of positioning the department to meet the challenges of the future effectively.

The comments and recommendations that follow are in the context of how conditions and actions support the overall concept of Community Oriented Policing. In particular, the recommendations are made with the objective of enhancing the available resources of the Patrol Sector Stations. MNPd is an agency at a crossroads. It can either continue to practice traditional call response driven policing, or it can shift

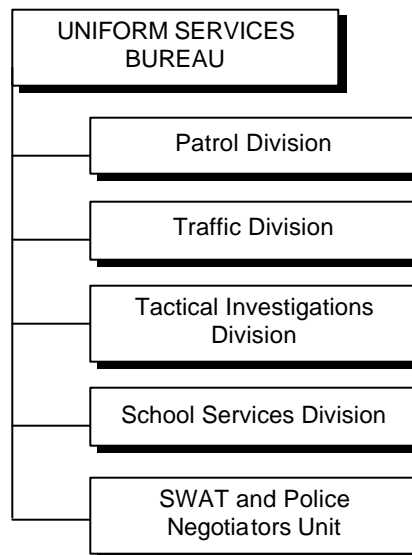
paradigms and pursue a more decentralized allocation of resources, demonstrating a real commitment to Community Oriented Policing. In our view, the problem solving and crime prevention focus of Community Oriented Policing better positions an agency to address crime and public order issues. Not only are the citizens more involved in their community, but the officers are given the ability to solve problems instead of just responding to them over and over.

### 3.3 Organizational Structure

The overall structure of the Uniform Services Bureau is distributed among four divisions and two specialty units: Patrol Division, Traffic Division, School Services Division, Tactical Investigations Division, Special Weapons and Tactics Team, and Police Negotiators Unit—all reporting to the Assistant Chief of Police for the Uniform Services Bureau.

Exhibit 3-1 depicts the organizational structure of the Uniform Services Bureau and the functional areas reporting to the assistant chief of police.

**EXHIBIT 3-1  
METROPOLITAN NASHVILLE POLICE DEPARTMENT  
UNIFORM SERVICES BUREAU ORGANIZATIONAL STRUCTURE**



Source: Metropolitan Nashville Police Department, October 2001.

Exhibit 3-2 depicts the staff assigned to the various functional areas of the bureau.

**EXHIBIT 3-2  
METROPOLITAN NASHVILLE POLICE DEPARTMENT  
STAFFING FOR UNIFORM SERVICES BUREAU**

Functional Area	FY 2001-02 Actual Staffing*
Bureau Commander's Office	9
Patrol Division (Central, East, West, South, Hermitage) Police Officers on Patrol duty only	392
Patrol Division FLEX Unit Officers (directed activity, not primarily call response)	35
Patrol Division Supervisory and Administrative personnel (Sgt.s, Lt., Capt.'s, support personnel)	125
Bike Patrol	40
Horse Patrol	6
Crime Prevention	5
School Crossing (sworn positions only)	3
School Services	21
School Resource Section	19
DARE	25
PAL Program	3
MDHA Task Force	6
Traffic Division	79
Tactical Investigations Division	41
Special Weapons and Tactics Team and Police Negotiators Unit	1
<b>TOTAL</b>	<b>810</b>

**Source:** Metro Nashville Police Department, November 2001 and February 2002.

\* Actual staff on February 15, 2002.

392 of these positions are police officers actually assigned to active call response duties

### **Other Department Personnel**

At the time of this report, MNPB had a total of 1,852 personnel, 1,226 sworn, and 626 non-sworn. A total of 191 of the non-sworn personnel are part-time school crossing guards; 810 personnel are on assignment to the Uniform Services Bureau. That is almost 49 percent of the total personnel. Note: These headcounts are as of January 2002. Since that time a class of 41 police officer trainees has been enrolled.

### **3.4 Bureau Management**

An assistant chief of police, known as the bureau commander, oversees the Uniform Services Bureau (USB). Six sworn staff and two civilians support the bureau commander. One civilian is a police executive assistant and one is a police operations assistant. Both work directly with the bureau commander. The six sworn staff make up the Crime Analysis for Patrol Unit or CAP Unit.

### **3.5 Analysis of MNPB Staffing**

The Peer Agency review included information gathered from six peer agencies. Several findings from the peer review are very significant to a discussion of Patrol Officer Staffing and are included in this chapter.

One major value of peer review is being able to evaluate local practices against other peer agencies and commonly accepted “industry standards.” It does not follow that every agency practice must be the same as that of the peer agencies. However, it is often telling if the local agency is approaching an issue differently from the way the majority of the peers have found to be successful or appropriate. One area in which this is especially true is staffing. If staffing patterns are significantly different from the peers there may be cause for special consideration.

Shown below as Exhibit 3-3 is a chart displaying the comparison of population to total department employees. From this comparison it can be seen that Nashville has one employee for each 328 citizens. As can be seen, Nashville serves a few more citizens per employee than the average in this category. However, the numbers are less than those of three of the peers, and are within the range of the numbers of employees that would be expected for a city the size of Nashville.

**EXHIBIT 3-3**  
**TOTAL CITIZEN POPULATION VS TOTAL DEPARTMENT EMPLOYEES**

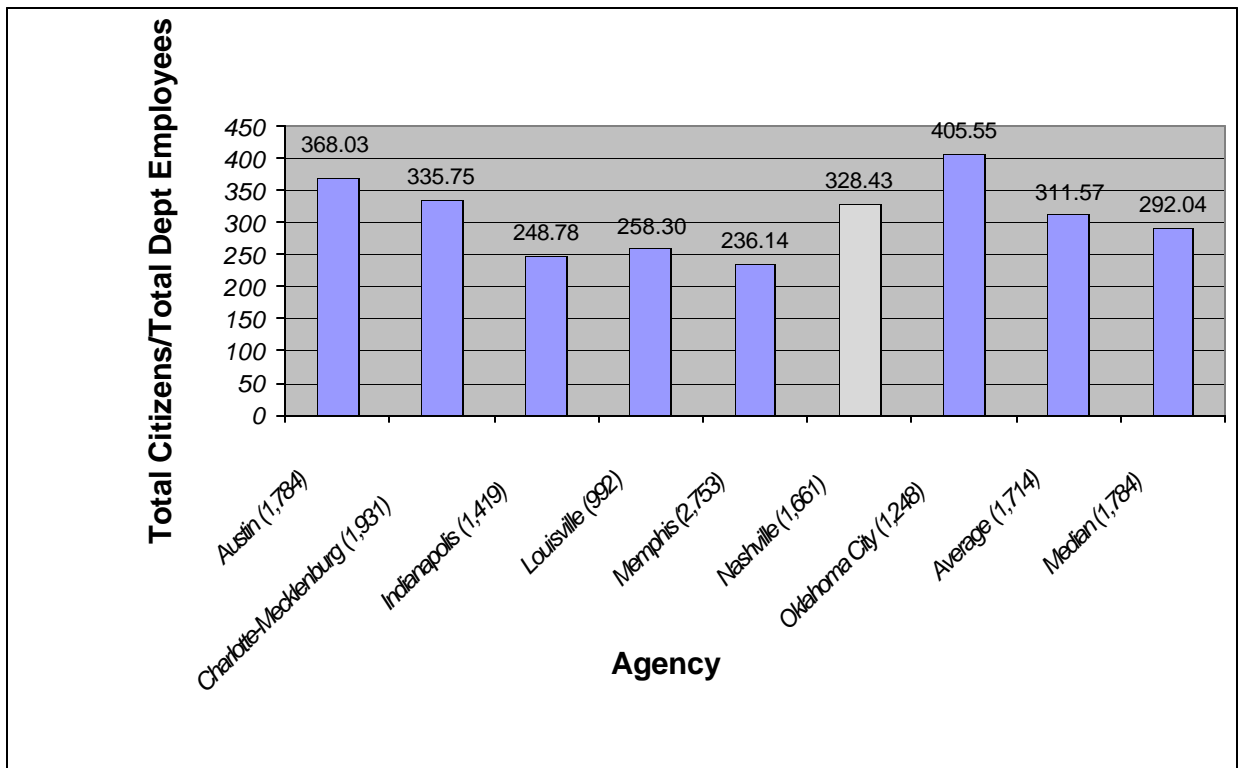
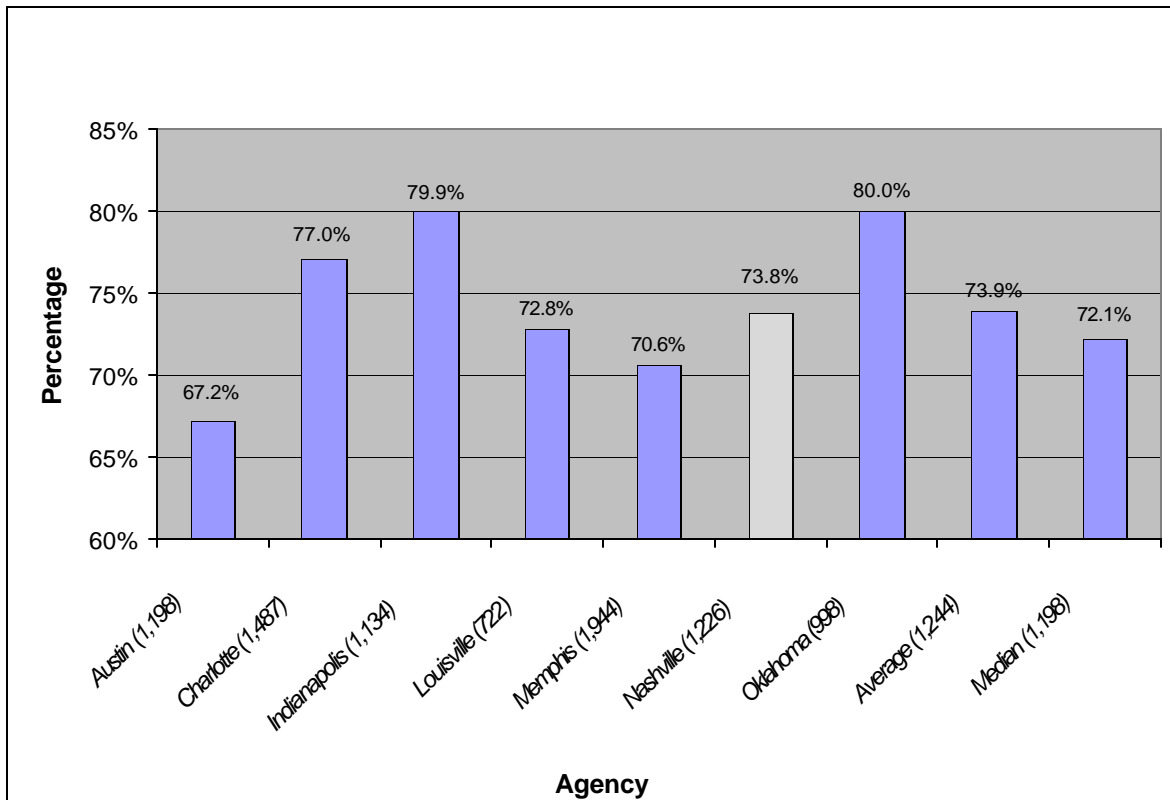


Exhibit 3-4 on the following page is a chart showing the percentage of sworn officers to total agency employees. This is the percentage of persons with police powers out of total employees. Note that Nashville was at the average in this category. The percentage ranged from Austin's low figure of 67.2 percent to a high for Oklahoma City of 80 percent sworn staff.

**EXHIBIT 3-4  
PERCENTAGE OF SWORN VS. TOTAL PERSONNEL (SWORN/TOTAL)**



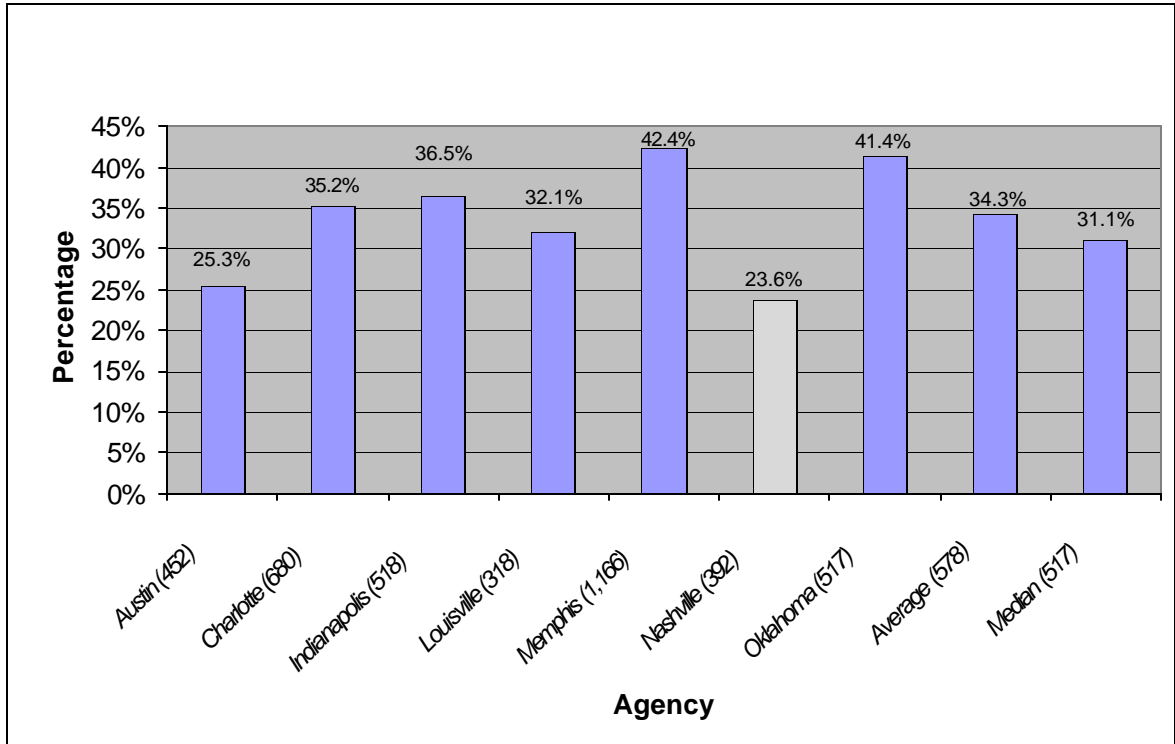
This comparison shows MNPB has a similar number of sworn officers available out of total employees when compared to other agencies of similar size.

The next chart, Exhibit 35, looks at sworn officers assigned to patrol duties compared to total employees. In other words, what percentage of total employees are assigned as police officers on uniformed patrol duty? In this category, MNPB is the lowest. The MNPB figure of 23.6 percent was far below the average figure of 34.3 percent. This comparison shows that the proportional resource commitment MNPB has for patrol is below that of all the other agencies.

It should be noted that this analysis is based on officers whose primary duty is response to calls. MNPB also has officers in nonpatrol assignments (e.g., Flex Officers, Mounted Units, K-9, Bike Officers, Traffic Officers) that also respond to routine calls, but

not as their primary function. The comparison with other agencies was based only on officers whose primary routine duty was to respond to calls for service.

**EXHIBIT 3-5**  
**PERCENTAGE OF PATROL VS. TOTAL PERSONNEL (PATROL/TOTAL)**



It is interesting that Memphis has almost double the percentage of total employees assigned to patrol than are assigned to Patrol by MNPd.

Exhibit 3-6 looks at a comparison of the percentage of sworn officers assigned to uniform patrol duties compared to the total number of sworn officers. In this area MNPd is also the lowest. While the average percentage of sworn officers assigned to patrol is over 46 percent, MNPd allocates only 32 percent to Patrol. The range is from 32 to 60 percent.

**EXHIBIT 3-6**  
**PERCENTAGE OF PATROL VS. SWORN PERSONNEL (PATROL/SWORN)**

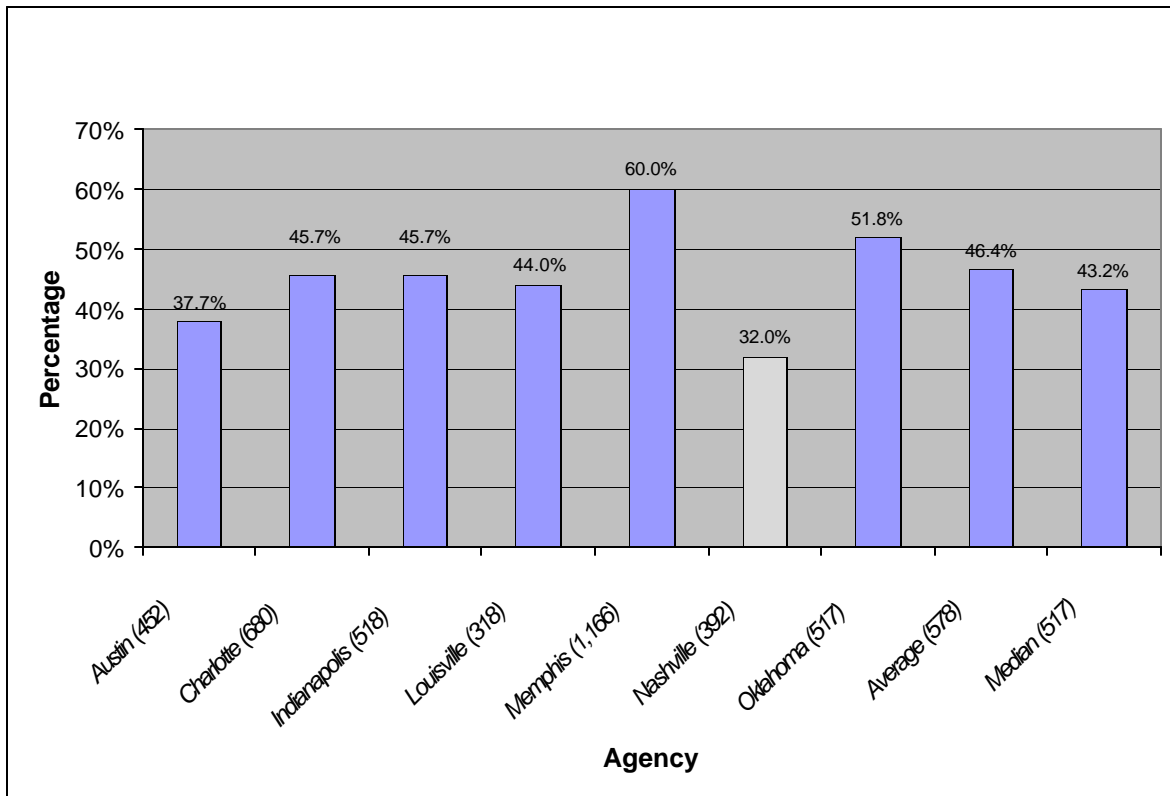
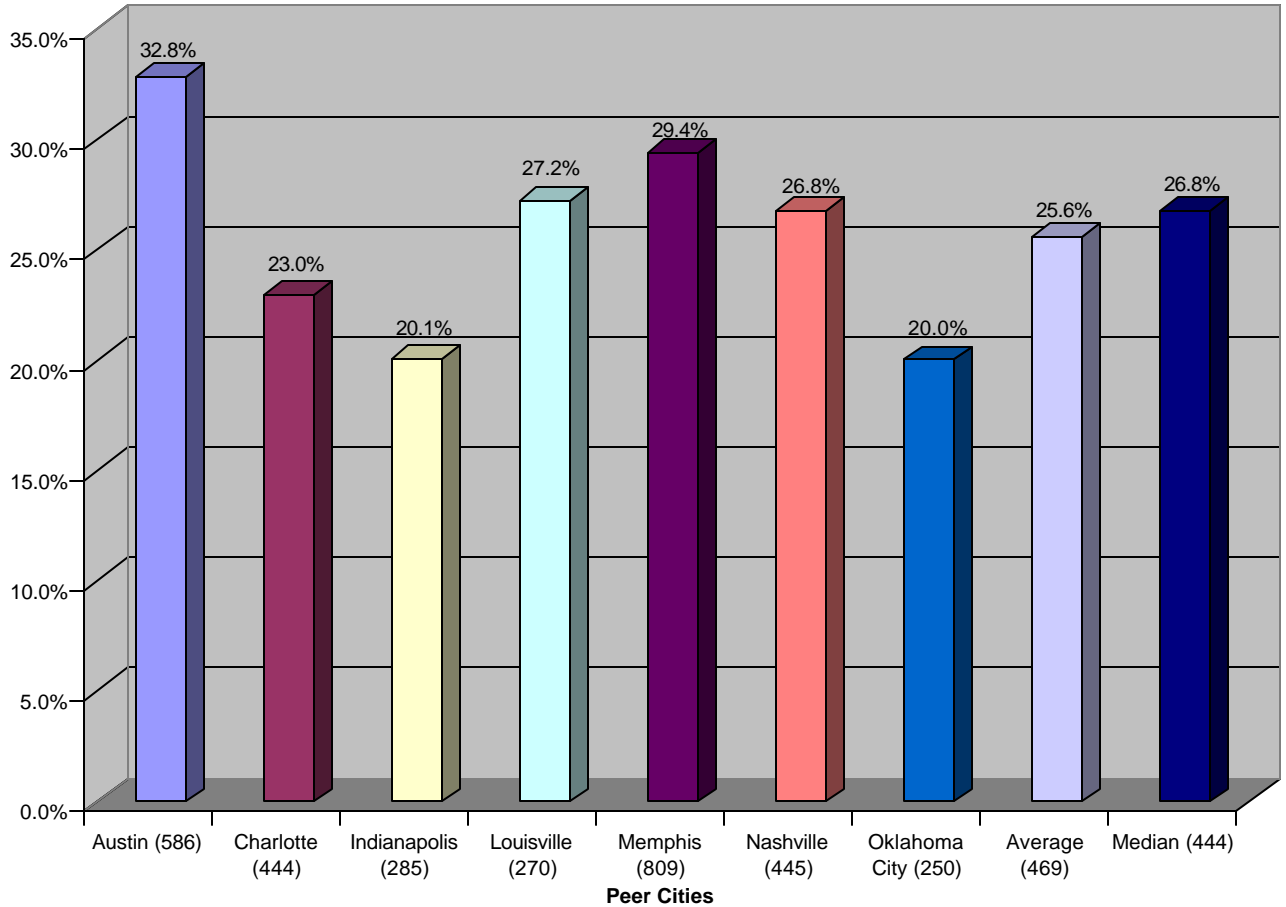


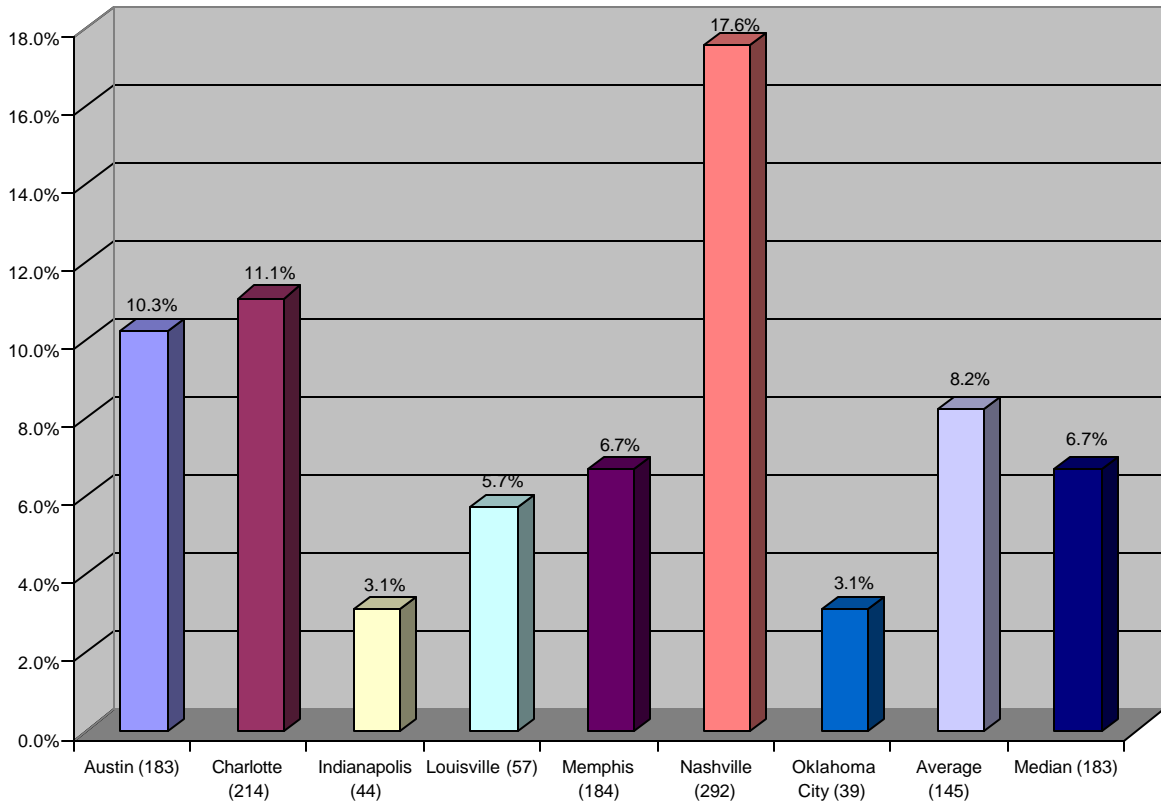
Exhibit 3-7 shows the percentage of non-sworn employees to total employees. The use of non-sworn employees by an agency is often considered to be an indicator of how well the department does in freeing up sworn personnel for actual law enforcement duties. A low number of non-sworn personnel may suggest an over reliance on sworn personnel in areas in which arrest powers or physical defense of the employee or others are not normally required. **MNPD has a percentage of non-sworn employees approximately that of the peer agency average.**

**EXHIBIT 3-7  
TOTAL NUMBER OF NON-SWORN EMPLOYEES  
vs. TOTAL NUMBER OF DEPARTMENT EMPLOYEES**



This finding shows that MNPd is making average use of non-sworn employees. Exhibit 3-8 shows a comparison of uniformed officers assigned to specialized units (non-Patrol assignments). In Nashville these specialized assignments include Traffic, Bicycle Squads, Mounted Unit, Aviation, K-9, and School Services Division assignments. While there are excellent reasons for the creation of each of these units—and there are certainly services being provided to citizens—Nashville has a higher number (raw number and percentage) of officers in specialized assignments than any of the peer agencies.

**EXHIBIT 3-8**  
**UNIFORMED OFFICERS ASSIGNED TO OTHER SPECIALIZED UNITS**



Having the highest number of specialized officers, coupled with the lowest number of Patrol officers, it is clear that MNPB has historically tended to place a great deal of emphasis on activity that may be important, but does not enhance direct call response or routine patrol capability or capacity. Data on the amount of workload that may be handled by these specialized units were not available from the department's computer-aided dispatch system. However, based on our evaluation of the services provided by these units, they do not collectively handle a significant amount of workload that would otherwise be handled by Patrol (with the exception of the Traffic Division, which handles activity that Patrol would handle).

Many of these units were created to enhance the department's capacity to perform Community Oriented Policing. However, as discussed further in this chapter, no performance measures are available to support the consistent use of these units in this manner. Without question, these units are highly visible, but insufficient data are available on their utilization or effectiveness to determine if such units are desirable given the overall needs of the agency at this point in time.

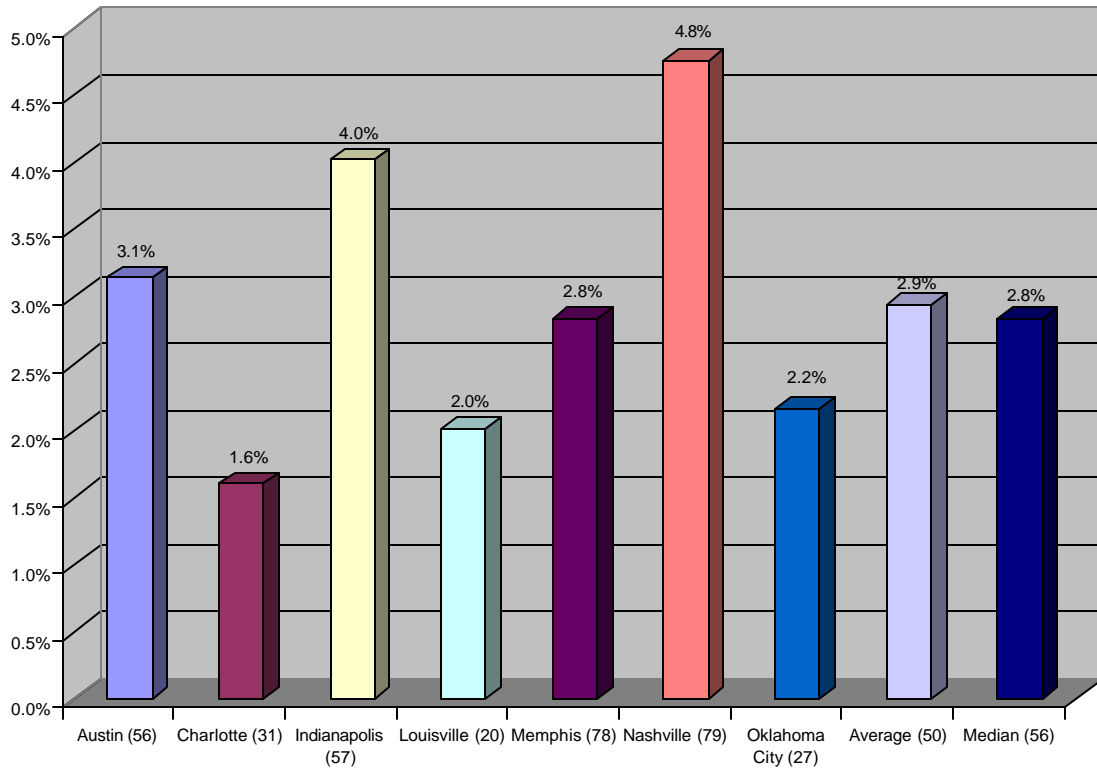
The key issue raised by these specialized units is whether or not MNPd can afford to maintain all of these units at the current levels, given the need to reallocate officers to Patrol. Serious consideration should be given as to whether or not the missions of these specialized units are essential and if they are consistent with the provision of the desired level of direct call response and the desired level of Community Policing activity.

One of the largest specialized units normally found in a police organization is the Traffic unit. MNPd, with fewer patrol officers (by percentage) than any peer agency, also has more Traffic officers (by percentage) than any peer agency. Percentage of Traffic officers as a percentage of total agency personnel ranges from 1.6 percent in Charlotte to 4.8 percent in Nashville. This comparison is shown in Exhibit 3-9 below.

This comparison shows that MNPd has chosen to commit greater numbers of officers, both by headcounts and by percentages, to a specialized function at the same time it is allocating fewer numbers of officers (by percentage) to normal patrol duty.

There are two common approaches to traffic enforcement. One is a very aggressive "enforcement mode." The other is a softer "preventive" approach. Neither is better than the other, but there are significant differences in the amount of resources required.

**EXHIBIT 3-9  
PERCENTAGE OF UNIFORMED TRAFFIC VS. TOTAL EMPLOYEES**



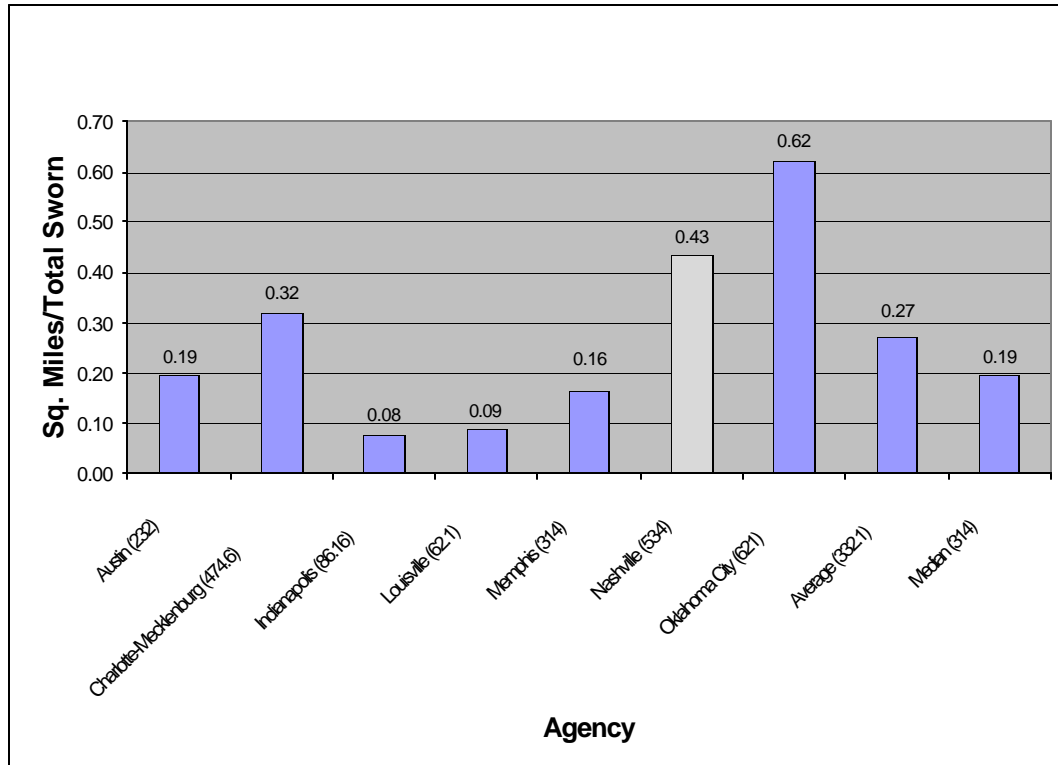
Nashville, as demonstrated by the large number of Police Motorcycles (used almost exclusively for traffic enforcement) and the large size of its Traffic Division, has chosen to commit a great deal of resources toward aggressive enforcement. More detail on the use of motorcycles is presented in Finding 3-12 later in this chapter.

One major factor in determining how effective patrol officers can be in preventing crime is the total size of the patrol area they have to cover. A comparison of the square miles policed by the peer agencies to the total number of sworn officers suggests how the agencies are doing with regard to total area handled by officers.

The chart in Exhibit 3-10 depicts a range of 0.08 square miles per sworn officer in Indianapolis to 0.62 square miles per officer in Oklahoma City. MNPd is the second

highest with 0.43 square miles per officer. This comparison shows that only officers in Oklahoma City (for a comparison of all officers in the department) are responsible for more land area than the officers in Nashville.

**EXHIBIT 3-10**  
**TOTAL SQUARE MILES VS. TOTAL SWORN PERSONNEL**



The 535 square miles that make up Davidson County greatly impact all aspects of the department's operation. Each of the five sectors is larger than many major cities. This vast size, by default, results in large patrol zones that are difficult to cover effectively.

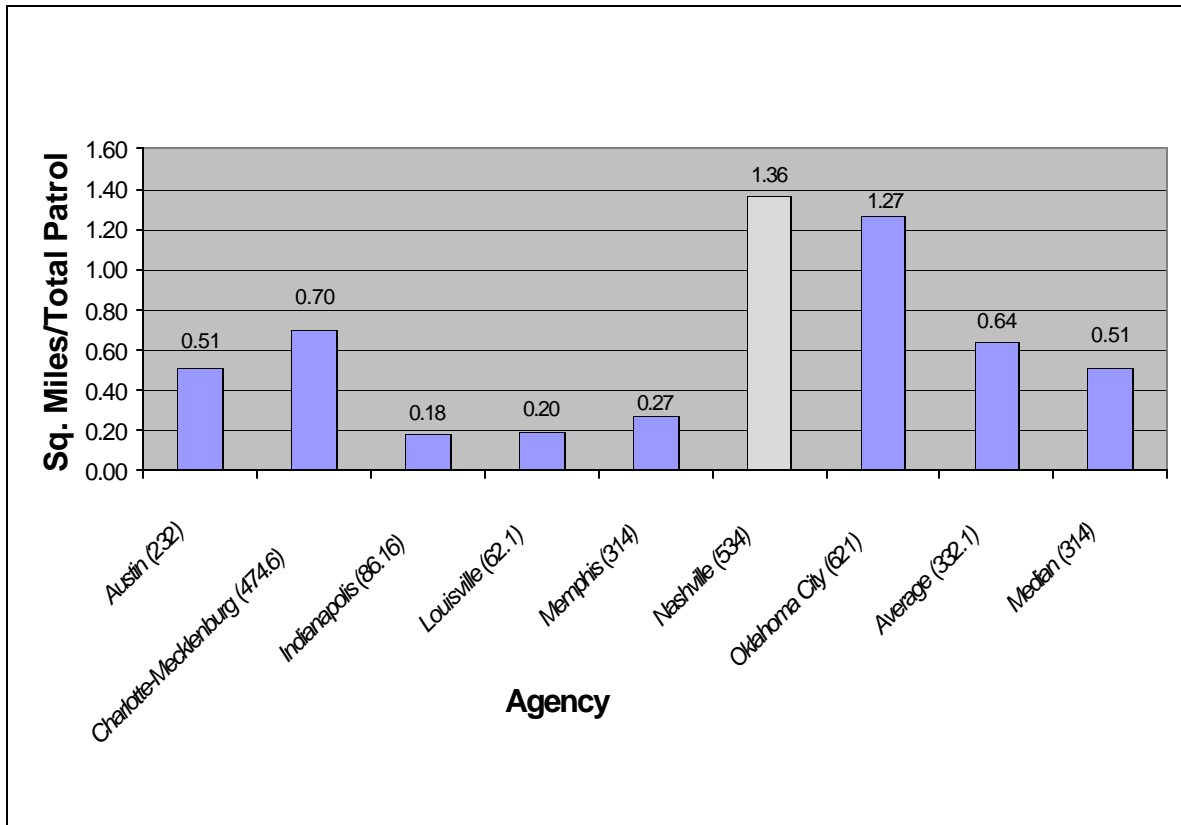
An even more interesting chart is shown as Exhibit 3-11. This chart compares total square miles to only patrol officers. This chart shows that no other agency has officers being responsible for as much total patrol area as Nashville officers. This figure ranged from a high of 1.36 square miles per MNPDP officer to a low of 0.18 miles per

Indianapolis officer. The average of 0.64 square miles was exceeded by only three departments, as stated earlier, with MNPDP being the highest.

Of course patrol officers in Nashville patrol more than 1.36 square miles at a time. In some of the larger zones in the rural areas this figure will exceed 20 square miles at times. The important factor is the relative value displayed. MNPDP officers are fewer in number in the patrol assignment and have to cover larger areas.

The combination of fewer officers and larger patrol areas has the potential for an impact on both preventable crime (too much area to patrol effectively) and response time (great travel distances). However, our review of MNPDP response times did not reveal a problem at current staffing levels. The reported mean response time figures for the two highest priority codes were 04:39 minutes and 05:40 minutes. The overall average response time figure for all calls was 09:35. These times are well within acceptable professional standards. Although there are no national standards for response time per se, the target of 5 minutes for emergency response has long been an accepted benchmark. Much of the literature on response time in the past decade has dealt with the problem of "delayed reporting." While the police may respond to a priority call in 5 minutes, numerous studies have shown that the average citizen delays approximately 20 minutes before reporting a crime to the police. Citizens faced with violent crime may panic and do nothing. They may be wanted on criminal charges themselves and be reluctant or unwilling to report a crime. They may be fearful of the police. They may follow directions they have been given by an employer. Whatever the reason, delaying the report of a criminal event is common.

**EXHIBIT 3-11**  
**TOTAL SQUARE MILE VS. TOTAL PATROL PERSONNEL**



In addition to delayed reporting, police agencies often deliberately delay response to routine calls for better workload management. Staffing may not permit all pending calls to be assigned. By prioritizing waiting calls, resources can be better utilized. This will have the result of creating longer response times on less serious calls, which in this case is desirable. For these reasons, response times alone are not strong indicators of good or poor performance.

Shown below as Exhibit 3-12 is a comparison of the Part One Crime rates for Nashville and the peer cities for 1998, 1999, and 2000, the most recent official data available. Part One Crime is defined by the FBI as being the major crimes of Homicide, Rape, Aggravated Assault, Robbery, Burglary, Auto Theft, and Larceny. These crimes

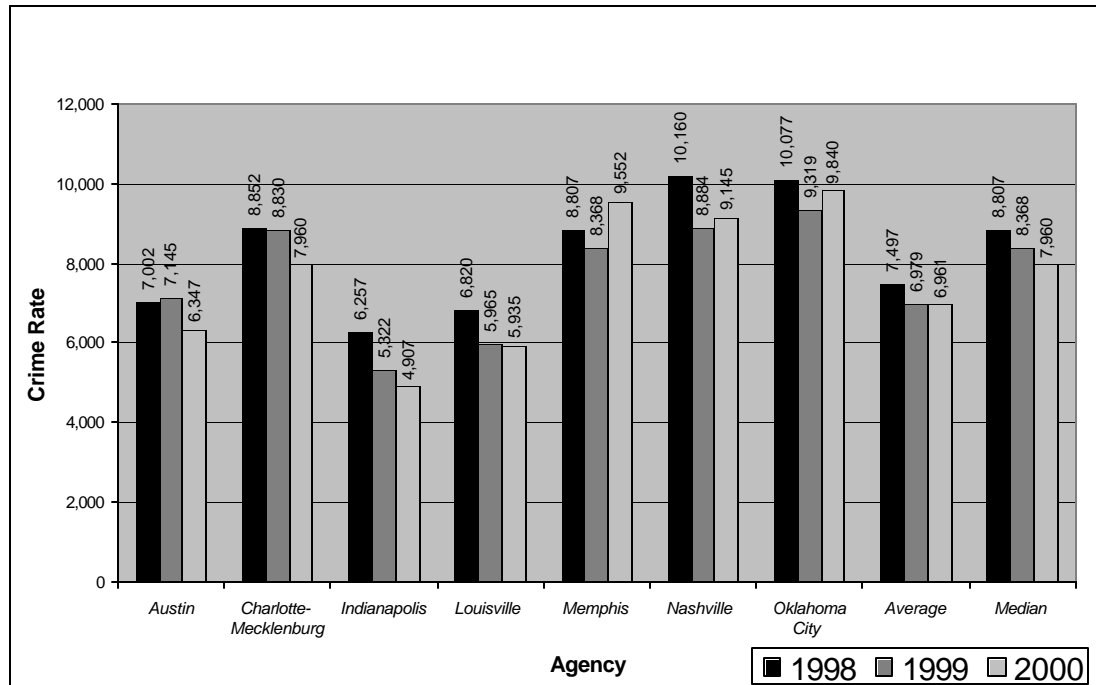
are tracked by each law enforcement agency in the country and reported to the FBI, where they are then tabulated on a national basis, and published in the annual report *Crime in the United States*.

Although these data are the best available, it should be understood that this information deals with reported crime, not all crime. These data are also self-reported; that is, they deal with crime reported to the FBI by the respective agency. We have no way of knowing if local reporting differences result in some of the peers having a higher or lower percentage of reported crime in any category. Among the local conditions that may impact reporting of crime are the confidence of the community that something will be done about the crime, the local support available for victims, and pro-arrest policies on various crimes.

Exhibit 3-12 shows that Nashville's crime rate has been among the highest during the entire period. While there was a slight drop in 1999, the 2000 figures showed a slight rise.

It should be pointed out that when crime rates are reviewed in the context of the population sizes, per capita income, unemployment rates, department budgets, total staff available, and overall community demographics of the peers, there is not an obvious external factor or set of factors that explains why Nashville is in the high range of crime. The only significant difference that we see in looking at the situations of the peer agencies compared to that of Nashville is that all of them have a higher percentage of total available staff assigned to the patrol function. The fact that MNPB has the smallest percentage of its total staff assigned to the patrol function means that MNPB patrol officers have a higher workload than the peers in terms of crime per officer.

**EXHIBIT 3-12  
CRIME RATE PER 100,000 INHABITANTS**



The table shown in Exhibit 3-13 is a comparison of selected demographics that can be related to crime rates.

**EXHIBIT 3-13  
STATISTICAL ABSTRACT**

Agency	Median age of population	Sex of Populations	Per Capita Income	Annual Unemployment Rate
Nashville	33.9	Male - 48.4% Female - 51.6%	\$ 30,510.00	2.8
Austin	29.6	Male - 51.4% Female - 48.6%	\$ 31,794.00	2
Charlotte-Mecklenburg	32.7	Male - 49.0% Female - 51.0%	\$ 30,340.00	3.3
Indianapolis	33.5	Male - 48.4 Female - 51.6	\$ 30,523.00	2.5
Louisville	35.8	Male - 47.3% Female - 52.7%	\$ 31,730.00	3.4
Memphis	31.9	Male - 47.3% Female - 52.7%	\$ 28,828.00	3.9
Oklahoma City	34.0	Male - 48.9% Female - 51.1%	\$ 24,437.00	2.4

Sources: 2000 U.S. Census; 2000 Report, Department of Labor

### **3.5.1 Conclusions from the Peer Data**

The peer data clearly show that MNPB assigns fewer of its total personnel to the patrol function than any other agency in the peer group. This allocation model means that a very limited amount of the total resources of the agency are assigned to its most critical function. The peer data suggest a much larger percentage of the total force should, and very likely could, be shifted to uniform patrol duties.

It is clear from this review that the other peer agencies have placed a much higher priority on patrol than it has received in Nashville. This finding suggests that MNPB has demonstrated, by its staffing patterns, a significant bias toward specialized units and a reliance on investigative solutions to crime, instead of a focus on prevention. The lack of readily available performance measures and workload data for specialized units makes it impossible to determine how helpful they may be in terms of supporting patrol officers.

A major purpose of the development of a departmental strategic plan will be to adopt a specific policing philosophy for the MNPB. There should be a clear understanding on the part of employees at all levels about what the department is trying to accomplish and what enforcement actions will be consistent with this overall vision. An expected component of the vision of an agency embracing community oriented policing would be the stated preference for prevention as the primary focus of police action. While successful and effective investigation of crime is important, it is more important to be successful preventing crime in the first place.

### **3.5.2 Utilization of Available Sworn Staff**

From the data just reviewed, it is clear that MNPB does not allocate sworn personnel like the other peer agencies. From the interviews and focus groups with agency personnel at all levels, it is also clear that many MNPB personnel do not feel

sufficient officers are assigned to the patrol function. This belief is supported by the peer data.

If more patrol officers are in order, then two issues become very critical. First, how effectively are current patrol staff being used? Second, what other available sworn officers can be reassigned to patrol? Each of these questions will be addressed in the remaining sections of this chapter.

## FINDINGS AND RECOMMENDATIONS

### FINDING 3-1

**The fragmented approach to the crime analysis function in the department does not ensure that all such information is properly evaluated and provided to officers as needed.** The CAP (Crime Analysis in Patrol) Unit was established in 2000 to address the Patrol Division's need for more timely crime information and analysis. Previously, the patrol sectors held "intelligence meetings" each month to go over the previous month's crime information, identify any crime problems, and discuss ways to address those problems. Unfortunately, the information was dated (sometimes as old as seven weeks) and often the crime situation had changed. Consequently, the bureau commander and the patrol sector commanders realized they needed a better way to obtain crime information and analysis.

It was decided that each patrol sector would provide an officer to staff a crime analysis team. The Patrol Division designated a sergeant to oversee the crime analysis unit. The CAP Unit was tasked with obtaining, analyzing, and providing crime data and information to field officers and sector captains to help them address crime problems in a more timely manner. The CAP Unit collected information from a variety of sources and began producing reports for field officers and sector commanders on a daily, weekly, and monthly basis. These reports are considered "tactical crime analysis" because they address crime at the patrol zone and sector levels as compared to departmentwide, which is considered "strategic crime analysis."

The CAP Unit provides daily reports on incidents and crimes reported the previous day, broken down by patrol sector to help isolate crimes and determine crime patterns by type of crime. The unit produces weekly and monthly reports summarizing criminal activity and identifying crime hot spots so sector commanders can direct available resources (i.e., flex units and directed patrols) to address the criminal activity.

Crime analysis is also performed in several other areas of the department. The Planning and Research Division conducts crime analysis, the Traffic Division conducts analysis, and the Patrol Division conducts analysis—not to mention the analysis performed by the Criminal Intelligence and Investigative Services divisions. Although the focus of the analysis may differ somewhat across the department, the purpose is basically to identify trends, patterns and perpetrators as a method to help solve or prevent crimes. However, by having no single unit acting as a clearinghouse for this information, it is likely that

duplication of analysis and of staff results. It is also very likely, with as many units involved, that not all important crime analysis information is getting disseminated adequately.

### **RECOMMENDATION 3-1**

**Consolidate all crime analysis functions into a single unit.** The various crime analysis functions of the police department should be consolidated into a single unit that performs crime and other analyses for the entire department. The crime analysis functions should seek to provide key data and analysis to the core areas of the department (i.e., Patrol, Traffic, School Services, Investigative Services Bureau divisions, and Criminal Intelligence Division). It is important to combine these units so that they do not duplicate analysis of some types of crimes while analysis for other types of crimes does not occur.

### **IMPLEMENTATION STEPS**

1. The chief of police should appoint an employee work group to design a plan for consolidating crime analysis functions into a single unit.
2. This work group should meet with the various analysis units to solicit their input on ways to consolidate their functions.
3. The work group should meet with the users of the information generated by the crime analysis units to determine if any changes need to be made to address their specific needs.
4. Based on input from the various groups, the work group should develop a preliminary plan for consolidation along with any changes in the products and services to better meet the needs of users.
5. The plan should be presented to the chief of police for review.
6. After the chief's review, and any suggested changes, the plan should be implemented.

### **FISCAL IMPACT**

No fiscal implications are anticipated from implementing this recommendation. However, the benefit of a reduction of duplication will occur. This may lead to both increased efficiency and effectiveness of this function and a possible opportunity to reduce the total staffing committed to this area.

### FINDING 3-2

**The Uniform Services Bureau collects a wide variety of information on the activities of the various units and divisions of the bureau.** The information is typically referred to as “performance measures.” Exhibit 3-14 illustrates some of the types of performance information collected by the bureau.

The bureau refers to these indicators as performance measures, but they are actually workload or output measures because they measure the volume of a specific activity and not the results of the activity. Performance measures seek to gauge the effectiveness of activities not only the quantity of activities performed. For example, some performance measures that would be meaningful would be:

- percentage of reduction or increase in crime (by category);
- percentage of reduction or increase in calls for service at a problem location or in a given category of activity such as false alarms;
- percentage of reduction or increase in traffic accidents after implementation of an accident prevention program;
- number of arrests;
- number of cases cleared; and
- value of property stolen/value of property recovered.

#### EXHIBIT 3-14 TACTICAL INVESTIGATIONS DIVISION

Performance Measure	2000
Drug Enforcement/Vice	12
Marijuana Search	11
Fires Reported	8
Public Hazard Reported	31
Stolen Veh/Property Found	50
Suspicious Person Check	56
Suspicious Vehicle Check	152
Aerial Search	806
Missing Person Search	73
Robbery Assist/Support	197
Burglary/Prowler Assist	47
Vehicle Pursuit	84
Aerial Photography	48
Other Calls	185

Performance measures need to be stated in terms that can be quantified. If they cannot be translated to numbers that can then be readily measured, it is impossible to determine if efforts undertaken to improve a situation are successful. However, just having numbers doesn't mean the information reported is meaningful or even useful in determining if specific actions were effective.

For a measure to be useful, it needs to be part of a "performance equation." That is, it needs to measure what happens when a specific action is taken. The results of the action will show if the action was effective or not.

### **RECOMMENDATION 3-2**

**The Uniform Services Bureau should begin developing performance measures that help determine the effectiveness of police services, particularly community policing efforts, and directly address and support the mission and goals of the department.** An appropriate performance measure, for example, could address the department's community policing efforts. Under community policing, reducing the fear of crime is a key goal. Consequently, determining if a community is less fearful of crime would indicate an effective community policing strategy.

Under community policing, supervisors may evaluate officers and detectives based on their abilities to assess and solve community problems. Additionally, supervisors may assess officers' effectiveness based on their ability to remain in touch and communicate with various groups within their zones.

### **IMPLEMENTATION STEPS**

1. The bureau commanders should work with the units and divisions to identify key indicators for assessing the performance of each division and unit.
2. The division and unit commanders should identify performance indicators that specifically address the effectiveness of their police efforts and support the department's mission and goals. The commanders should identify the data and methods (e.g., citizen surveys) that would be used to measure their effectiveness.
3. The commanders should present their performance indicators to the bureau commander and describe the data and other instruments that would be used to support the indicators.
4. The bureau commanders should examine the indicators, data sources, and instruments, and approve their use or suggest alternatives.

5. The bureau commanders should then recommend the use of performance indicators to the chief of police.
6. The chief of police should review the suggested indicators, make any necessary changes, and instruct the bureau and division commanders to begin using them.

### **FISCAL IMPACT**

There would be no fiscal implications from implementing this recommendation.

### **FINDING 3-3**

#### **The performance evaluation instrument does not consider crime reduction efforts.**

During discussions with department management, audit team members were told that patrol sector commanders are held accountable for reducing crime in their geographic areas. Audit team members were told that crime statistics for the patrol sectors are regularly reviewed and sector commanders are routinely asked about the steps taken to reduce crime.

The audit team examined the evaluation instrument for employees as well as some completed evaluations of sector commanders. The evaluation instrument does not specifically address efforts to reduce crime. However, the instrument does include a section on public relations and dealing with the community. Exhibit 3-15 is a copy of the evaluation form.

### **RECOMMENDATION 3-3**

**The evaluation instrument should be modified to specifically address sworn staffs' efforts to reduce crime, as well as the effectiveness of the department's community policing efforts.** If patrol commanders and other supervisors are actually being held accountable for reducing crime in their sectors or geographic areas, the evaluation process and instrument should be modified to reflect this responsibility. For example, Section C—Specific Job Performance Factors, could include "Takes specific actions intended to reduce crime. Detail actions taken and results." Having it be known that this type of information is to be included as part of the evaluation process would make it clear that such efforts were an expected supervisory responsibility.

### **IMPLEMENTATION STEPS**

1. The chief of police should convene a working group to modify the evaluation instrument.
2. The evaluation instrument-working group should identify the performance factors that most appropriately reflect a patrol commander's responsibility for reducing crime.

## EXHIBIT 3-15

# METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

## EMPLOYEE PERFORMANCE EVALUATION

## EVALUATION TYPE

Increment ☐  
 Probationary ☐  
 Annual ☐  
 Promotional ☐  
 Other ☐

SUPERVISORY  
MANAGEMENT

DISTRIBUTION  
 Original-Personnel  
 Copy-Department  
 Copy-Employee

Name (Last, First, MI): Employee Number:

Department: **Police** Division: **Patrol** Section: **South Precinct** Rating Period: to:Classification: **Police Captain****SECTION A – WORK BEHAVIOR EXPECTATIONS**

Note: Section A Only – Check (✓) the appropriate rating for each factor

Evaluation Factors	Acceptable	Not Acceptable	Comments
1. Attendance	<input type="checkbox"/>	<input type="checkbox"/>	
2. Observance of Work Hours	<input type="checkbox"/>	<input type="checkbox"/>	
3. Compliance with Rules	<input type="checkbox"/>	<input type="checkbox"/>	

**SECTION B – GENERAL PERFORMANCE FACTORS**

Note: Section B &amp; C Only – use Score Key Levels (1-3) Listed Below

Evaluation Factors	Rating	Comments
1. Planning/Organizing		
2. Decision Making		
3. Demonstration of Leadership		
4. Communication		
5. Initiative		
6. Evaluation/Development		
7. Peer Relations		
8. Public Relations		

SCORE (Average) for SECTION B:

**SECTION C – SPECIFIC JOB PERFORMANCE FACTORS**

Note: Section B &amp; C Only – use Score Key Levels (1-3) Listed Below

Job Tasks/Assignments	Rating	Comments
1. Coordinate special assignment personnel		
2. Analyze crime & traffic data		
3. Plan, deploy & utilize resources		
4. Represent sector at community organizations & meetings		
5. Investigate/resolve complaints		
6. Respond on & off duty to major situations		
7.		

SCORE (Average) for SECTION C:

Employee Signature

Date

Note: Section C Only – Evaluation factors for this section will be Job Specific and based on duties and responsibilities stated in an employee's functional job description. Factors used are to be based upon consultation with the affected employee at the beginning of the evaluation period.

Rater:	Date: / / 2001	Score Key – Performance  <b>3 – Exceeds Expectations</b> <b>2 – Meets Expectations</b> <b>1 – Not Acceptable</b>
Reviewer:	Date: / /	
Employee:	Date: / /	
Director:	Date: / /	

Not Acceptable (Average less than 2) Any Section Re-Evaluation Required

Review Comments:

Employee Comments:

3. The evaluation instrument-working group should seek patrol commanders and other top management staffs' input on the performance factors.
4. Once the working group has settled on a few key performance factors and modifications to the current evaluation instrument, it should make recommendations to the chief of police and the command staff.
5. The chief of police and command staff should consider the recommendation(s), adjust as necessary, and instruct the appropriate staff to change the evaluation instrument, as well as any supporting processes.

### **FISCAL IMPACT**

No fiscal impact is anticipated from implementing this recommendation.

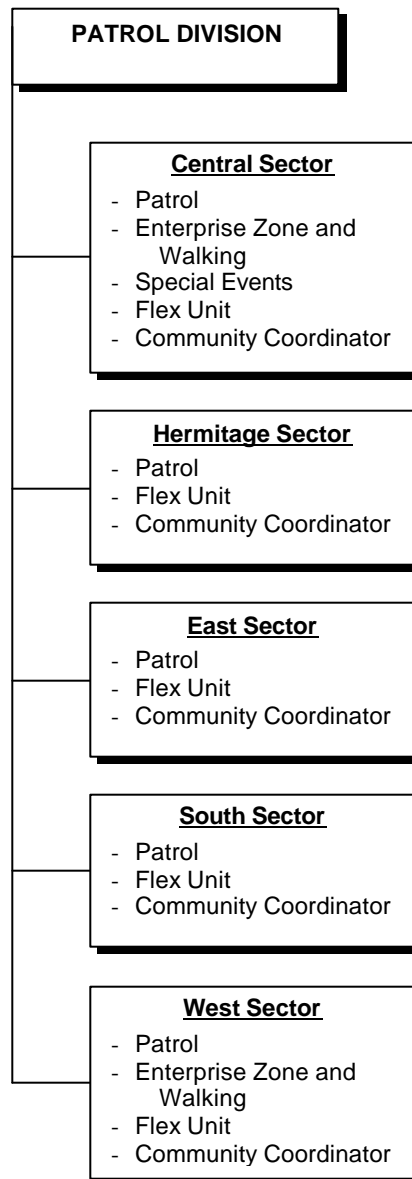
### **3.6 Patrol Division**

The Patrol Division is the “backbone” of the police department. The uniformed officers of the Patrol Division are generally the first responders to emergency or crisis situations such as assaults, traffic accidents, burglaries, domestic disturbance calls, and many other similar situations. The Patrol Division answered approximately 520,000 calls for service in 2001.

The Patrol Division is made up of five patrol sectors: Hermitage, which was created in March 2001, Central, South, East, and West. The division also contains the Horse Mounted Patrol Unit, which is assigned to the Central Sector and is part of the Special Events Unit. The division contains two bike units: one that is part of the Central Sector's Special Events Unit, and one that is located in the West Sector. In addition, each sector has a “Flex Unit,” which operates at the discretion of the sector commander, and a Community Policing Coordinator, who handles the majority of community-related activities of the sector. The Flex Units are problem solving units. They are deployed at specific problems, rather than being used for routine call response.

Exhibit 3-16 depicts the organizational structure of the Patrol Division.

**EXHIBIT 3-16**  
**METROPOLITAN NASHVILLE POLICE DEPARTMENT**  
**UNIFORM SERVICES BUREAU ORGANIZATIONAL STRUCTURE**



Source: Metropolitan Nashville Police Department, November 2001.

**FINDING 3-4**

**Each patrol officer completes an *Officer Daily Activity Report* at the end of his or her shift.** The second page of the report, titled the *Officer Shift Activity Summary*, was designed to capture information on a variety of activities patrol officers typically perform while on duty. The summary sheet covers information on arrests, traffic citations, school criminal activity, problem identification, and community policing activities, among other things. Exhibit 3-17 is a copy of the second page of the activity report.

The information contained in the activity reports is entered into a computer system. The audit team asked for a computer generated report detailing patrol officers' activities related to community policing and problem solving based on the activity reports. The audit team was told that patrol officers do not fill out the sections on community policing and problem solving so the department cannot generate any related information on patrol officers' community policing efforts.

This highlights a significant problem that the audit team faced repeatedly. There is not sufficient information on patrol officers activity to determine accurately how their time is spent. There may or may not be significant amounts of time currently being spent on Community Oriented Policing activities. Since activity in this area is not measured, and since specific outcomes are not measured, it is unclear exactly what percentage of the average patrol officer's day is spent on this type of activity. This is discussed further in Section 3-6.

**RECOMMENDATION 3-4**

**Patrol officers should begin entering information in the activity report to capture information on their community policing and problem solving efforts.** These sections of the activity report should be expanded to capture more detailed information on patrol officers' community policing and problem solving efforts, particularly if the evaluation process is to gauge the effectiveness of the department's community policing and problem solving activities.

By modifying this form to better capture Community Policing information, it will be possible to better monitor such activity. For Community Policing to be effective it must focus on specific problem areas. Plans must be formulated to address these problems, and the outcomes of the efforts taken must be evaluated. The information captured by the revised form will enable department managers to better evaluate Community Policing efforts.

Also related to this issue is the matter of the current Computer Aided Dispatch (CAD) system not being used to track activity of the various specialized units. All activity of all units should be captured by the CAD system so that workload and performance of all units can be tracked.

## EXHIBIT 3-17

OFFICER: 1) \_\_\_\_\_  
 2) \_\_\_\_\_  
 DATE WORKED: \_\_\_\_\_  
 SHIFT: \_\_\_\_\_

EMPLOYEE NUMBER: 1) \_\_\_\_\_  
 2) \_\_\_\_\_  
 ZONE WORKED: \_\_\_\_\_

**METROPOLITAN POLICE DEPARTMENT  
 OFFICER SHIFT ACTIVITY SUMMARY**
**PATROL DIVISION ACTIVITY**

REPORTS	ARRESTS/CITATIONS
INCIDENT _____ MI _____	DV ARREST _____ MISDEMEANOR ARREST _____ MISDEMEANOR CITATIONS _____
ACCIDENT _____ FI _____	FELONIES _____ WARRANT ARREST _____ SEARCH WARRANT ARREST _____
SUPPLEMENTAL _____ DMV _____	TRAFFIC ARREST _____ TRAFFIC CITATIONS _____ D.U.I. _____ PARKING _____
MISSING PERSON _____	FELONY WARRANT _____ MISD.W. _____ SEARCH WARRANT SERVED _____

**TRAFFIC DIVISION ACTIVITY**

REPORTS	ARRESTS/CITATIONS	ACTIVITY
INCIDENT _____ SUPPLEMENT _____	FELONY _____ DUI _____	HOURS WORKED: _____
10-45 _____ H&R 10-45 _____	MISD. CITATION _____ WARRANT ARREST _____	(-) COURT HOURS: _____
MINOR 10-45 _____ 10-46 _____	TRAFFIC CITATION _____ # TRAFFIC VIOL. _____	(-) SPCL. ASSIGNMENT HOURS: _____
H&R 10-46 _____ FATAL _____	PARKING _____ ACCIDENT VIOLATIONS _____	(=) TIME AVAILABLE: _____
BLOODTEST _____ BAT. TEST _____	ACCIDENT MISD. _____ ACCIDENT DUI _____	(-) ACTIVITY TIME: _____
MISSING PERS. _____ VTR _____	ACCIDENT FELONY _____ ACC. TRAFFIC VIO. _____	(=) PATROL TIME: _____
DL/TAG SEIZURE _____ HAZ. NOT _____	MISD. PHYSICAL _____	
MOTORIST ASSIST. _____		

**SCHOOL CRIMINAL ACTIVITY**

JUVENILE CITATION: ASSAULT \_\_\_\_\_ TEACHER ASSLT. \_\_\_\_\_ DRUGS \_\_\_\_\_ TRAFFIC \_\_\_\_\_ WEAPON \_\_\_\_\_ OTHER \_\_\_\_\_  
 JUVENILE ARREST: ASSAULT \_\_\_\_\_ TEACHER ASSLT. \_\_\_\_\_ DRUGS \_\_\_\_\_ PETITION \_\_\_\_\_ TRAFFIC \_\_\_\_\_ WEAPON \_\_\_\_\_ OTHER \_\_\_\_\_  
 ADULT CITATION: ASSAULT \_\_\_\_\_ TEACHER ASSLT. \_\_\_\_\_ DRUGS \_\_\_\_\_ TRAFFIC \_\_\_\_\_ WEAPON \_\_\_\_\_ OTHER \_\_\_\_\_  
 ADULT ARREST: ASSAULT \_\_\_\_\_ TEACHER ASSLT. \_\_\_\_\_ DRUGS \_\_\_\_\_ TRAFFIC \_\_\_\_\_ WARRANT \_\_\_\_\_ WEAPON \_\_\_\_\_  
 OTHER \_\_\_\_\_

**DRUGS**

DESCRIPTION	NO. OF SEIZURES	AMOUNT/TYPE	VALUE
1. _____	_____	_____	\$ _____
2. _____	_____	_____	\$ _____
3. _____	_____	_____	\$ _____
Comments: _____			

**CONFISCATIONS**

MONEY: \_\_\_\_\_ VALUE: \_\_\_\_\_ VEHICLES: \_\_\_\_\_ VALUE: \_\_\_\_\_  
 WEAPONS: \_\_\_\_\_ VALUE: \_\_\_\_\_ OTHER: \_\_\_\_\_ VALUE: \_\_\_\_\_

**COMMUNITY ORIENTATED POLICING**

<b>MODE OF CONTACT:</b> 1 = BEEPER 2 = PHONE 3 = CASUAL CONTACT 4 = OFFICE/WALK-IN 5 = DISPATCH/STATION 6 = SELF INITIATED	<b>TYPE OF CONTACT:</b> B = BUSINESS C = CITIZEN N = NEIGHBORHOOD GROUP	<b>SOURCE:</b> 1 = POLICE 2 = RESIDENT 3 = BOTH 4 = BUSINESS 5 = OTHER
---	---	---

**COMMUNITY CONTACTS**

CITIZEN: \_\_\_\_\_ BUSINESS: \_\_\_\_\_ NEIGHBORHOOD BUS. MEETINGS: \_\_\_\_\_

**PROBLEM IDENTIFICATION**

NUMBER	DESCRIPTION OF PROBLEM IDENTIFIED	SOURCE	ACTION/RESOLUTION	SOURCE

**REFERRALS TO OTHER AGENCIES**

AGENCY REFERRED	DESCRIPTION

CHECK IF ENTERED INTO COMPUTER. ☐

## IMPLEMENTATION STEPS

1. The chief of police should instruct the Uniform Services Bureau commanders to redesign the *Officer's Daily Activity Report* to capture more detailed information on patrol officers' community policing and problem solving efforts.
2. Officers in all units should use the CAD system to record work activity. Enhancements, if needed, should be made to the CAD system to allow such use.
3. The bureau commanders should seek input from Patrol Division staff and others on ways to expand reporting without creating an unwarranted burden on patrol officers.
4. Based on input from staff, the bureau commanders should redesign the form and present it to the chief of police.
5. The chief of police should review the new form, make any necessary changes, and instruct Patrol Division management and staff to begin using the new form.
6. Division management and staff should begin using the new form.

## FISCAL IMPACT

There would be no fiscal impact from implementing this recommendation.

## FINDING 3-5

**Each Patrol Sector Station is assigned specific resources. These are primarily limited to uniformed patrol officers.** Three of the five patrol sectors—Hermitage, East, and South—have patrol units, flex units, and community coordinators. The other two sectors, Central and West, have patrol units, flex units, enterprise zone, bike patrol and walking units, and community coordinators. The Central Sector also has a special events detail that includes motorcycles and horse patrol units. These are the resources under the direct control of sector commanders to address community problems and crime in their geographic areas of responsibility. The patrol sector commanders can request assistance from other divisions and units of the department (e.g., criminal investigations, vice, traffic, tactical investigations and school services) to help them, but they are not at liberty to deploy those resources on a regular basis or commit those resources for extensive periods of time to address community concerns and problems. At the same time, patrol commanders are held accountable for addressing crime in their areas.

Under community policing and the decentralization of command and resources, the patrol function is frequently allocated to officers with special skills to deal with the causes of crime in an enhanced effort to prevent crime. If sector commanders are to be held accountable for dealing with crime in their areas, and if the police department is to

embrace the tenets of community policing, the sector commanders must be allocated a broader array of resources.

### RECOMMENDATION 3-5

**The police department should permanently assign officers from specialized units to work in the patrol sectors.** The department should reallocate a variety of officers with specialized skills to serve under the direct supervision of the patrol commanders. The department should transfer all canine units to the patrol sectors. The department should transfer some of its property crimes and personal assault crime investigators to the patrol sectors. The department should transfer its various Traffic Division units to the patrol sectors. The department should integrate all its School Services Division personnel and some of its Youth Services Division sworn staff with the patrol sectors. The reallocation of these resources would, in effect, eliminate the School Services and Traffic Divisions. However, the functions carried out by these areas would be continued. Instead of these areas existing as separate centralized divisions they would now be under the direction of the Patrol Sector Stations. The previous functions would still be carried out, but the Sectors would determine the levels of these functions needed in their respective sector.

Exhibit 3-18 shows a number of officers that could potentially be reassigned to the Patrol Division. This table is not exhaustive. There are likely numerous additional officers that could be added to this list, depending on the outcome of a detailed staffing allocation study of the type recommended.

Some of these officers can be shifted directly from a current assignment, and others can be reassigned if their jobs can be absorbed by other staff or if civilian employees can be shifted from other duties to replace them.

Not all of these officers could be 100 percent committed to duty as additional patrol officers. Some of them from the specialized areas would continue to perform some or all of their previous duties. Included in this group would be many of the Traffic officers and the Detectives pulled from the Investigative Services Bureau. However, the Sector commanders would provide the direction for these officers. This would allow the Sector commanders to more effectively allocate these specialized resources according to the priority of that part of the community.

However, many of the positions outlined below could be shifted from their current use to deployment as full time patrol officers. Included in this group would be some of the Traffic officers and officers from various staff assignments.

This recommendation builds in large part on what the police department is already doing in the Central and West sectors. Those sector commanders already have special resources to deal with the unique challenges they face in their geographic areas. That is, those sectors already have special units that help the sector commanders deal with traffic, crowd control, public housing crimes, and other community problems. We are suggesting that the department expand on those efforts by allocating similar resources to the other patrol sectors, which will strengthen the department's community policing efforts.

**EXHIBIT 3-18  
POTENTIAL REALLOCATION OF SWORN AND NON SWORN POSITIONS**

<b>Area of Assignment</b>	<b>Type of Position</b>	<b>Number to be Reassigned</b>
Traffic Division	Police Officers	62—assign to Sectors, some will be used for traffic assignments, <b>some to patrol (at least 20 officers)*</b>
Traffic Division	Sergeants	11—Sector supervisors
Traffic Division	Lieutenants	2—Sector supervisors
Traffic Division	Captain	1—reallocate
Traffic Division	Non Sworn staff	2—assign to Sectors
School Services Division	Captain	1—reallocate
Investigative Services Bureau	Detectives	10—assign to Sectors
<b>Identification Division</b>	<b>Police Officers (Tech Invest)</b>	<b>20<sup>3</sup>/<sub>4</sub> assign to patrol*</b>
<b>Fleet Division</b>	<b>Police Officers</b>	<b>8<sup>3</sup>/<sub>4</sub> assign to patrol*</b>
Fleet Division	Lieutenant	1—Sector supervisor
<b>Vehicle Impound Division</b>	<b>Police Officers</b>	<b>13<sup>3</sup>/<sub>4</sub> assign to patrol*</b>
Vehicle Impound Division	Captain	1 reallocate
Total		132—Positions to be Reassigned, of this number  <b>61 recommended for Patrol</b>

\* Officers shown in **bold** are recommended for direct assignment as patrol officers; other positions should be studied for reallocation as determined appropriate by departmental staffing analysis.

## **IMPLEMENTATION STEPS**

1. The chief of police should instruct the Strategic Deployment Division, with department command and operations personnel, to design a transition plan for reassigning specialized staff to the patrol sectors.
2. Input should be sought from the staff within the affected areas concerning ideas for ensuring a smooth transition.
3. Based on input from the impacted areas, a transition plan should be developed by Strategic Deployment and presented to the chief of police.
4. The chief of police should review the plan, make any necessary changes, and instruct department management to implement the plan.
5. Department management should implement the plan.

## **FISCAL IMPACT**

Since this recommendation is simply a reallocation of existing resources, no significant fiscal impact is anticipated.

### **3.7 Patrol Staffing Determination**

The police department uses a sophisticated deployment allocation and staffing software package to determine the staffing needs of the Patrol Division as well as a means for allocating sworn staff across sectors, zones, and shifts. The department's Police Resource Optimization System (PROS) software package not only provides the department with a recommended patrol staffing level and allocation, it provides an optimal staffing allocation solution, by zone and shift, when the actual or budgeted staffing level falls short of the PROS recommended level. Shortfalls between software recommended staffing levels and budgeted levels are common for most police departments, and the ability to provide a crime data based optimal allocation of a limited resource (i.e., patrol officers) is a very useful feature of this software package.

MGT reviewed the process and the assumptions used by the MNPD's Planning and Research Division to provide the PROS software with the information it needs to perform its calculations. Simply stated, the software analyzes the location of calls-for-service (CFS), the number of calls, and the amount of time patrol officers spend answering CFS. This analysis is based on the calls handled by the Patrol Division and includes only activities of the Police Officer IIs (PO II), Police Officer IIIs (PO III) and Field Training Officers (FTOs), who are referred to as zone officers. Based on certain assumptions, such as the amount of time a department wishes to have its officers spend on community or proactive policing activities and on the amount of time being spent on certain administrative functions, the software provides a recommended staffing level. The computer program is then provided with the current or budgeted staffing level. Because government agencies, including MNPD, do not have unlimited resources, the actual or budgeted number of patrol officers is generally less than the PROS recommended level.

In its most recent patrol allocation assessment (the current year) the PROS software recommended a staffing level of 477 zone officers (PO II, PO III, or FTO) for the Patrol Division. Based on the current department staffing level and allocation of officers, the most recent Patrol Division "rebid" included 392 zone officers, 85 fewer than the recommended level. (Note: the 392 figure is for Police Officers assigned to Patrol only; supervisors are in addition to this number, as are the 35 Flex Unit officers assigned to the Sectors.)

Among the assumptions used by the Planning and Research Division are that the MNPD will provide its officers with time to conduct proactive or community policing and that its officers will need time to perform certain administrative functions. The amount of time desired for proactive policing by MNPD, which is the amount the PROS software

uses to determine the recommended staffing level, is one-third (33.3%) of a patrol officer's total time. According to the Planning and Research Division, the deployment model the department is seeking to implement is to have a sufficient number of officers to allow patrol officers to spend one-third of their available time on community policing, one-third responding to calls-for-service, and one-third for administrative or nonduty time. For analysis purposes, total time is determined to be 2,210 hours per year (42.5 hours per week for 52 weeks in a year), and available work time is determined to be 1,812 hours per year (2,210 hours less 18 percent for off-duty time for various types of leave and other reasons).

### **FINDING 3-6**

**Current "administrative time" use by officers in the aggregate may be as high as 31 percent of total time vs. MNPD's estimate of 25 percent.** Administrative time is the time spent by officers on non-call activity, other than the time they have for self-initiated activity. Included in administrative time would be such things as court time, time spent writing reports, meal breaks, and time spent on vehicle maintenance or getting equipment replaced. Based on analysis of the data provided by the department's radio dispatch system, the Planning and Research Division estimates the amount of time spent on administrative duties to be 25.5 percent of an officer's total time.

Our estimation of 31 percent for administrative time is supported by discussions with Planning and Research Division staff, who indicate the administrative time may be understated by as much as 6 percent because roll call time has been counted as on-duty time instead of as administrative time.

MGT analyzed calendar year 2001 calls for service data maintained by the department's Computer Aided Dispatch (CAD) system. Our analysis of the time spent on CFS indicates that of their available time (total time less off-duty time), zone officers spend 45 percent of their time responding to calls. Based on the estimated 31 percent of the time spent on administrative duties, zone officers, therefore, have about 24 percent of their time to spend on proactive duties. This level of proactive time is considerably less than the department's goal of one-third of zone officers' time for proactive activities. Exhibit 3-19 indicates the percentage of a patrol officer's time that was spent in 2001 (using average 2001 staffing of 402 officers) on various activities.

The total number of minutes of available time, 43.7 million, is based on the estimated average number of zone officers available in 2001. This number, 402, is based on the average number of zone officers for the 2000 and 2001 rebids. The 402 number, the average staffing figure, is the average number of officers actually deployed by the Patrol Division during the previous two years.

**EXHIBIT 3-19  
ANALYSIS OF ZONE OFFICER TIME  
BASED ON 402 OFFICERS**

<b>ACTIVITY</b>	<b>TOTAL MINUTES IN 2001</b>	<b>PERCENT OF AVAILABLE TIME</b>
Answering Calls	19,624,520	45%
Proactive	10,492,918	24%
Administrative	13,592,826	31%
Total Available Time	43,710,264	100%

Source: MGT and MNPd, February 2002.

Some discussion of the department's goal of one-third of an officer's time being spent on proactive activity is appropriate. As stated earlier, Community Policing is a philosophy that is implemented very differently in different departments, very much taking into account community needs, interests, and available resources. Many departments use groups of Community Policing Officers who do not respond to calls for service (that being done by other officers). These officers will have virtually all of their time available for self-initiated activities. Other departments, like MNPd, see Community Policing as something that every officer is expected to practice. For this to be possible, time must be available to handle problems that are identified.

MNPd has selected a figure of 33 percent as the goal for proactive time. This is the amount of time it is desired that officers spend on activities that are consistent with Community Policing strategies. On a daily basis this means officers would hope to spend a little over two hours per day on these types of activities. This amount of time, if actually available, would be well within the range of time commonly spent on this type of activity.

In order to achieve the desired departmental community policing goal of 33.3 percent of time available for proactive activities, the department could adopt the following two strategies or a combination of the two:

- Increase the number of zone patrol officers; and/or,
- Reduce the amount of time spent on administrative duties.

Given the current level of time spent on administrative duties (31 percent), MGT estimates the number of zone officers needed to achieve the one-third proactive time goal to be 505. This number differs from the 477 officers the department's PROS software recommended because of the previously mentioned omission of roll call time by the department in its original allocation assessment. A breakdown of how time would have been spent by 505 zone officers (if that number were available), based on 2001 calls for service data, is provided in Exhibit 3-20.

**EXHIBIT 3-20  
ANALYSIS OF ZONE OFFICER TIME  
BASED ON 505 OFFICERS**

<b>ACTIVITY</b>	<b>TOTAL MINUTES IN 2001</b>	<b>PERCENT OF AVAILABLE TIME</b>
Answering Calls	19,765,187	36%
Proactive	18,118,088	33%
Administrative	17,020,022	31%
Total Available Time	54,903,296	100%

Source: MGT and MNPd, February 2002.

Mathematically, the goal of having zone officers spend one-third of their time on proactive policing activities could be achieved without changing the number of officers but instead by reducing the amount of time spent on administrative activities. To achieve this level, administrative time would have to be reduced to 22 percent of total available time (a 30 percent reduction in administrative time).

We are not suggesting that reducing administrative time to this level is achievable under current conditions, although it may be if all of the "lost time" identified in the various recommendations could be converted to usable time. Our analysis of how zone officers spend their time was consistent with our discussions with sector commanders, supervisors, and patrol officers, all of whom indicated that on most shifts they move from call to call with little or no time available for any proactive activities.

### **RECOMMENDATION 3-6-1**

**The MNPd should provide Patrol Division zone officers with adequate time to perform proactive policing activities.** If the department is going to seriously be considered a community police organization, patrol officers must have time to conduct proactive, problem-oriented policing in their assigned zones. If the goal is to achieve a level of one-third of their time for proactive activities, either staff should be reallocated to the Patrol function, or the amount of time spent on administrative duties should be reduced. The most likely solution is a combination of these two strategies. MNPd management, with the assistance of the Strategic Deployment Division, should establish a formal department policy for proactive police time for zone patrol officers.

### **IMPLEMENTATION STEPS**

1. The Strategic Deployment Division should prepare a briefing document to provided bureau and department command staff with the background information on community policing and what is recommended for the Patrol Division to have sufficient time to conduct proactive activities.
2. Department and Operations Bureau command staff should determine the percentage of time patrol officers should have

to conduct proactive policing. This should become department policy.

3. The policy should be included in all staffing level allocation assessments provided by PROS.

### **FISCAL IMPACT**

This recommendation can be implemented with existing department resources.

### **RECOMMENDATION 3-6-2**

**The MNPD should study the administrative time spent by patrol officers to determine the level and type of activities on which officers are spending their time and to determine how to reduce that level in order to provide additional time to respond to calls for service or provide more proactive time.** An analysis of the activities routinely conducted by patrol officers that fall within the category of administrative time include: trips to the radio shop, vehicle maintenance, trips to court or the hospital, breaks, report writing, and many other activities. By knowing how patrol officers spend the time when they are not responding to calls, the department would be able to determine which, if any, activities could be reduced or eliminated to provide more time for proactive policing activities.

### **IMPLEMENTATION STEPS**

1. The chief of police should assemble a task force to study how patrol officer time, especially administrative time, is spent with a focus on reducing administrative duties.
2. The task force, using data provided by the department's CAD system and other available sources, should make recommendations that reduce time spent on administrative duties and improve department efficiency. This study should include, for example, a review of department policy regarding the need to maintain constant guard over certain offenders by Patrol Division officers.
3. Planning and Research should use the results of the study to adjust assumptions used to determine zone officer staffing and allocation.

### **FISCAL IMPACT**

This recommendation can be implemented with existing department resources.

### **RECOMMENDATION 3-6-3**

**MNPD should deploy additional patrol officers to achieve the patrol staffing levels necessary to achieve Community Policing Objectives.** Once the desired proactive time is determined and administrative time is substantially reduced, the number of patrol officers needed can be determined by PROS. The department should do all it can to

maintain that staffing level, moving sworn staff from other divisions to the Patrol Division (also covered elsewhere in this report). This will need to be reviewed as part of the overall staffing review of the department presented in Chapter 1.0 as Recommendation 1-8.

While the figure of 505 officers needed for patrol (to allow for desired proactive time) has been developed using data available, further analysis will be required to determine a final target staffing level. However, at this point it would seem the equivalent of an additional 113 officers (505-392 available) being assigned to Patrol is the maximum number that would be required to allow the department to meet the 33 percent proactive time target. By equivalent we mean this amount of available work time needs to be made available either through reduction of lost administrative time, or by the reallocation of existing personnel. As stated above, if significant reductions in lost administrative time can be realized, the actual number of patrol officers needed can be substantially less than 505. However, given the total staffing available, even with only minor improvements in the reduction of lost administrative time, the department should be able to reallocate officers as required to address the needs of patrol.

Note that a police recruit class of 41 officers was started after the data used in this analysis was generated. That class, plus recommended reallocations from the specialized units, would significantly enhance the Patrol function.

#### **IMPLEMENTATION STEPS**

1. Planning and Research should use the established proactive-time policy and any reductions in administrative duties to adjust its patrol allocation assessment.
2. The MNPd should staff the Patrol Division to the recommended level as determined by Planning and Research Division.
3. Department sworn staff should be reallocated to reach as much of the recommended staffing level as possible.
4. Detailed review of total consumed time and available time should be carried out. All process improvements possible should also be implemented. At that point a determination should be made as to remaining officer time needs and the number of additional officers required.

#### **FISCAL IMPACT**

None. The staffing needed can be addressed by a reallocation of departmental personnel and by reduction of administrative or lost time through various process improvements.

### 3.8 Current Patrol Workload in Calls for Service

MGT analyzed a sample of calls-for-service (CFS) handled by zone patrol officers. The data were obtained from the department's computer aided dispatch (CAD) System. The sample data consisted of three four-week periods from the last half of 2001. The results of the analysis indicate the department's realignment of patrol sectors, which occurred when a fifth sector was added in March 2001, created sectors with an even distribution of workload. The distribution of workload as measured by the number of CFS is shown in Exhibit 3-21. West sector answered the most calls with 21.1 percent, while the Central sector responded to the fewest with 19 percent. As can be seen in Exhibit 3-21, the distribution of calls-for-service was relatively evenly distributed across sectors.

**EXHIBIT 3-21  
DISTRIBUTION OF CALLS-FOR-SERVICE BY PATROL SECTOR**

Central	East	Hermitage	South	West
19.0%	19.9%	20.7%	19.2%	21.1%

*Source: Metropolitan Nashville Police Department, November 2001.*

The distribution of patrol officers is shown in Exhibit 3-22. One can easily see how the distribution of officers matches the distribution of CFS.

**EXHIBIT 3-22  
DISTRIBUTION OF PATROL OFFICERS BY SECTOR**

Central	East	Hermitage	South	West
20.0%	19.3%	20.2%	19.3%	21.2%

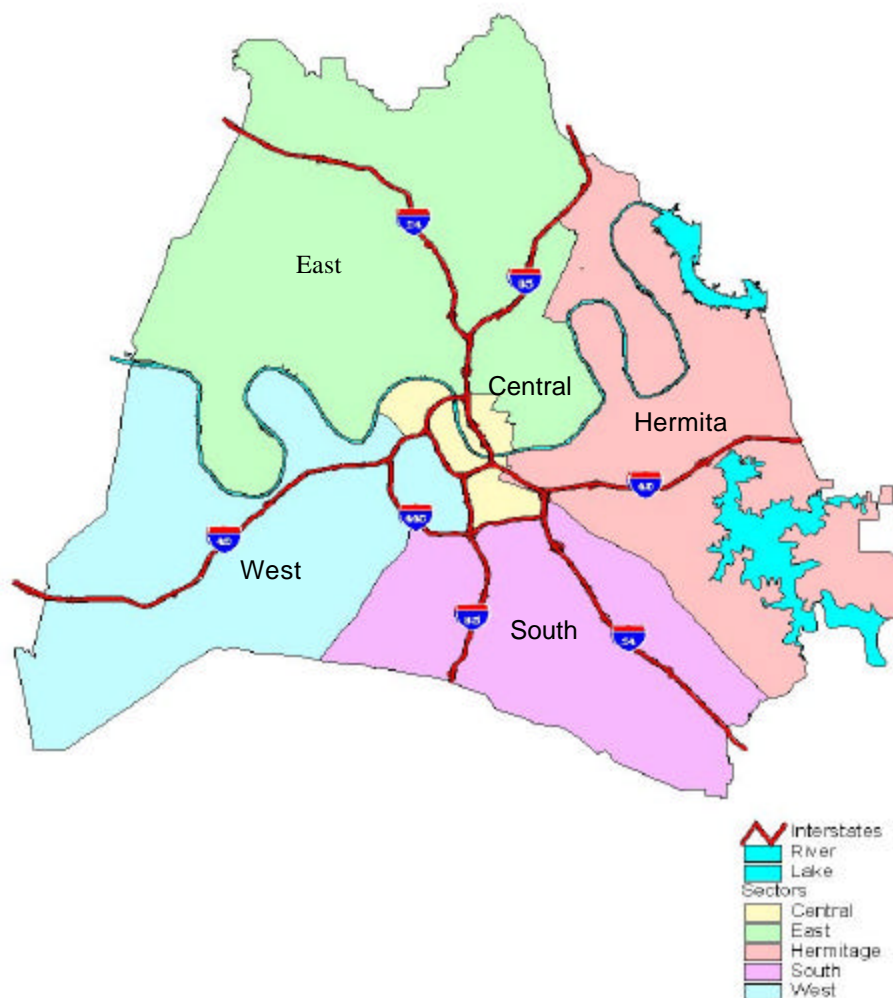
*Source: Metropolitan Nashville Police Department, Patrol Division Manpower Report, Nov. 14, 2001.*

**FINDING 3-7**

**When the Hermitage Sector was added last year, natural boundaries such as the Cumberland River were allowed to divide patrol sectors.** This creates problems when bridges have to be crossed to respond to emergency calls or provide backup, especially when most or all sector patrol units are on the opposite side of the natural boundary. This is particularly problematic during rush hour traffic. It also can make routing patrol units less efficient. MGT's analysis of calls for service indicated that calls were fairly evenly distributed across patrol sectors, as is the allocation of manpower. The even distribution of workload and staff should, however, not be as important as meeting response time targets and the overall reduction of response time.

The current MNPD sector map is reproduced as Exhibit 3-23.

**EXHIBIT 3-23  
CURRENT MNPD SECTOR MAP**



### RECOMMENDATION 3-7

**To the extent possible, MNPB's patrol sectors should be redesigned to eliminate natural boundaries that can adversely impact response time.** Equal distribution of resources among sectors should be a secondary consideration when establishing patrol sectors. Other factors such as response time and the elimination of bottlenecks and avoidance of natural boundaries that can hinder response time are more important to consider.

### IMPLEMENTATION STEPS

1. The chief of police should assign the Strategic Deployment Division the responsibility to review patrol sector boundaries.
2. The Strategic Deployment Division should review current boundaries and revise boundaries as necessary.
3. Department and bureau command staff should approve revised sector boundaries, and reconfigure and reorganize patrol sectors.
4. Sectors should be redesigned prior the patrol "rebid" next year.

### FISCAL IMPACT

There should be no fiscal impact from implementing this recommendation.

### **3.9 School Services Division**

Within the Uniform Services Bureau is the School Services Division. According to the department policy found in General Order 99-05, the primary objectives of the School Services Division are to provide for:

1. A safe and secure environment for all persons on school property by:
  - a. Acting as a resource with respect to delinquency prevention;
  - b. Providing guidance on ethical issues;
  - c. Providing individual counseling to students; and
  - d. Explaining the law enforcement role in society.
2. The development and maintenance of a school crossing guard program.

The School Services Division is composed of four major sections, including the School Resource Section, Crime Prevention Section, School Education Section, and the School Crossing Guard Section.

The School Resource Section provides School Resource Officers (SROs) to Metropolitan Nashville Public Schools (MNPS). The School Resource Officer program is a nationally accepted program involving the placement of police officers at educational facilities. There are 16 SROs in the 11 MNPS high schools, five larger schools having two SROs.

The School Education Section provides a multitude of services including police officers to respond to incidents at schools without SROs. The section also provides metro area youth with two national programs: DARE and GREAT. The DARE (Drug Abuse Resistance Education) and GREAT (Gang Resistance Education and Training) programs are both nationally known programs designed to keep kids away from drugs, out of gangs, and away from trouble by providing positive lifestyle alternatives. DARE is administered to MNPS 5<sup>th</sup> graders, while GREAT is provided to older students. Both of these programs use police officers as instructors, giving children an opportunity to see police officers as community members and teachers.

The Crime Prevention Section is composed of two programs: PAL and Crime Prevention. Three police officers are assigned to PAL, the Police Athletic League. PAL is a nationally established program to provide after-school programs for school aged children. In Nashville there are programs in football, baseball, basketball, track, and golf, as well as Tai Kwon Do instruction. PAL is set up as a nonprofit organization and is governed by a local board. The PAL organization is responsible for all funding for equipment and other costs—everything except the salary of the police officers involved in the program. The Crime Prevention Section also has a sergeant and two officers

whose primary duties are to provide lectures and instruction to the community for the purpose of promoting public safety and awareness. They also coordinate the neighborhood watch program.

The School Crossing Section provides guards for more than 100 of the area's more dangerous intersections. The guards are part-time civilian employees of the police department who work 15 hours per week during the school year.

In recent years many professionals have begun to question the long-term benefits of the DARE program. They claim a one shot antidrug message aimed at 5<sup>th</sup> graders is not enough to give a child the ability to steer clear of drugs. DARE is not designed to be a stand-alone program nor is it designed to provide 5<sup>th</sup> graders with all the skills and information they will need to make healthy lifestyle decisions for the rest of their lives. But in many areas of the country, that is all they get. By having a program such as GREAT, area schools are given a reinforcement message. Drug prevention is a multistep effort based on the assumptions that promoting healthy lifestyle behavior requires each prevention effort to build upon past efforts.

## **COMMENDATION**

**MNPD should be commended for having officers teach the DARE and GREAT programs and for serving as mentors and positive role models for students.** By having police officers as DARE and GREAT instructors, children are given an opportunity to communicate in a positive setting with police officers who are not seen as just "cops" but as role models and community members.

## **FINDING 3-8**

**School Resource Officers can be used to supplement Patrol during the summer and other periods during which the schools are closed.** Because most area schools are closed during the summer, School Resource Officers not assigned to schools with summer school programs serve as counselors for the GREAT program summer camps. School Resource Officers do not take vacation time or attend training sessions during the school year, so several weeks each summer are used for training purposes. Nevertheless, the department may be missing an opportunity to use some of these officers in patrol sectors on a temporary basis while school is out. Using SROs in this manner would provide additional street officers during the busy summer months and

provide an opportunity for more zone officers to take summer vacations. SROs would have an opportunity to refresh their "street skills."

### RECOMMENDATION 3-8

**School Resource Officers, when not needed for summer school and the GREAT summer camp program, should be assigned on a temporary basis to patrol sectors where their schools are located.** The Deputy Chief of Operations and the Sector Commanders should determine the number of SROs that are needed to fill summer school positions and provide counselors for the GREAT summer camps. Any additional officers should be temporarily assigned to patrol sectors where their schools are located. This will help put more officers on the street during the busiest months and help give more patrol officers an opportunity to take summer vacation.

### IMPLEMENTATION STEPS

1. The individual Sector commanders should determine if there are more SROs than are needed during the summer months for summer school and the GREAT summer camps.
2. Any SROs determined not to be needed during the summer should report to a patrol squad for temporary assignment.

### FISCAL IMPACT

This recommendation can be implemented with existing department resources.

### FINDING 3-9

**The duties of the PAL officers do not appear to be well defined. This may lead to them working more hours that are desired.** Officers assigned to the PAL program work a shift designed around afternoons and evenings. However, PAL officers perform activities that are conducted seven days a week. In addition, the sergeant of the PAL section works a regular day shift so PAL officers are basically without supervision most of their shift.

With only three officers assigned to the program, it would appear all they would have time for is to recruit and coordinate volunteer coaches. But based on interviews, these officers do much more than recruit and coordinate; they actually play an active role in the coaching of the various youth programs. To date, the department has not developed measurements to gauge the success of the program.

### RECOMMENDATION 3-9

**The PAL program should be reviewed to ensure the program supports the mission of the department and is using department resources efficiently.** The review should include total amount of time being worked, type of work being performed, and level of police involvement that must be maintained to have a successful program and limit the department's exposure to risk. Questions that should be answered during the review include: Is PAL competing with school programs? and Should there be a different mix of sports?. Performance measures also should be established; for example, numbers of

children served, percentage of PAL participants who become violators compared to nonparticipants, impact on crime or reported activity in neighborhoods served by PAL, and school attendance of PAL participants.

### **IMPLEMENTATION STEPS**

1. MNPB should take a critical look at PAL program activities to determine if all activities should be supported and performed by the police department. Specific measures should be developed and used to track program performance.
2. Working with the metro government's risk manager, the department should look at the government's exposure to risk.
3. The results of the examination should be presented to the chief along with any recommended changes.
4. The chief should make a decision on any changes to modify the management and operation of the PAL program.

### **FISCAL IMPACT**

There should be no fiscal impact from implementing this recommendation. There should be a reduction in overtime, if program scheduling is improved.

### **3.10 Traffic Division**

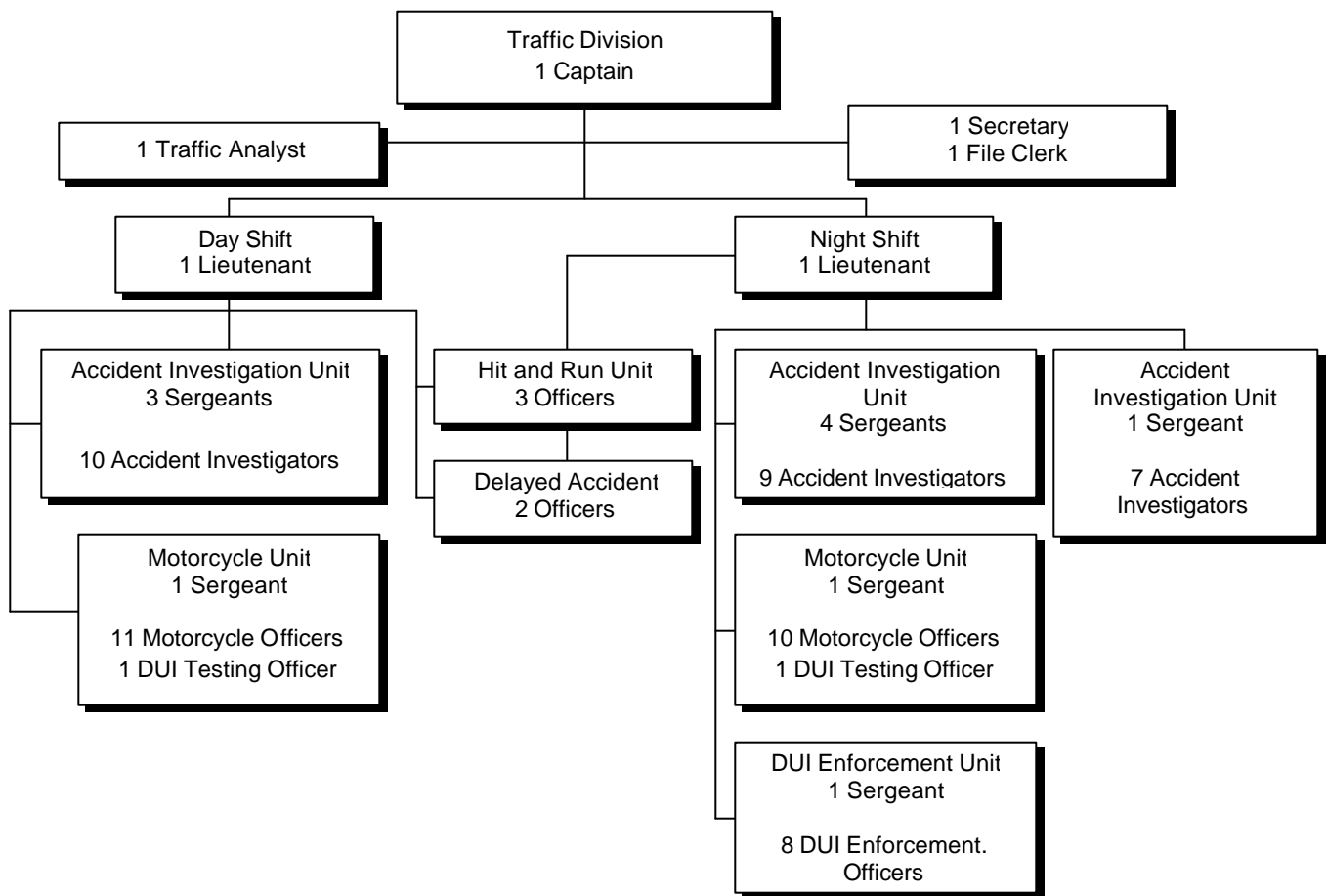
The Traffic Division is responsible primarily for traffic law enforcement, traffic direction and control, and accident investigation within the Nashville Davidson County metropolitan area. The functions performed by the Traffic Division include:

- patrol and police roadways and main transportation arteries (i.e., three interstate highways) to keep open to traffic;
- investigate motor vehicle crashes and hit and run cases;
- enforce general traffic laws throughout the metropolitan area;
- enforce D.U.I. laws (e.g., arrest drunk drivers) and perform selective traffic enforcement functions;
- train officers in crash investigation techniques and D.U.I. enforcement;
- provide dignitary and other escort services; and

- enforce all other applicable laws, as necessary.

The organizational structure and staffing of the Traffic Division is shown in Exhibit 3-24.

**EXHIBIT 3-24**  
**METROPOLITAN NASHVILLE POLICE DEPARTMENT**  
**TRAFFIC DIVISION ORGANIZATIONAL STRUCTURE AND STAFFING**



Source: Metropolitan Nashville Police Department, November 2001.

The division has a total of 79 positions: 77 sworn staff and 2 civilians.

As discussed earlier, at 4.8 percent of total staff, MNPd has the highest percentage of sworn officers deployed as Traffic officers among the peer agencies. (See Exhibit 3-9)

**FINDING 3-10**

**The Patrol Division handles a significant amount of the traffic enforcement workload.** The Traffic Division is specifically tasked with enforcing the traffic laws in the metropolitan area. This includes responding to traffic accidents and issuing citations. The Patrol Division also handles traffic enforcement for the department by responding to

traffic accidents (i.e., investigating wrecks) and issuing citations (i.e., writing tickets). Exhibit 3-25 compares the traffic enforcement workload of the Traffic Division with the rest of the police department for 1998, 1999, and 2000. The traffic enforcement workload not handled by the Traffic Division is handled primary by the Patrol Division. Although it is likely sworn staff in divisions other than Patrol and Traffic, write citations, it is reasonable to assume they issue very few.

Exhibit 3-25 shows that the Traffic Division is handling just over half of the accident investigations and issuing just under half the traffic citations. Therefore, a significant portion of the traffic enforcement workload is handled outside the Traffic Division.

**EXHIBIT 3-25  
TRAFFIC ENFORCEMENT WORKLOAD FOR  
TRAFFIC DIVISION AND REST OF THE DEPARTMENT  
1998-2000**

WORKLOAD MEASURE	1998	1999	2000
Total accidents investigated	30,471	29,910	31,271
Traffic Div. – % accidents investigated	55.2	53.1	54.4
Rest of dept. – % accidents investigated	44.8	46.8	45.6
Total citations issued	262,100	264,536	219,207
Traffic Div. – % citations issued	45.3	47.6	48.2
Rest of dept. – % citations issued	54.7	52.4	51.8

**RECOMMENDATION 3-10**

**Assign the Traffic Division staff and resources to the Patrol Division.** In support of the earlier recommendation to reallocate some special units' resources and personnel to the Patrol Division Sectors, the department should transfer all Traffic Division resources to the Patrol Division. This action is supported by the volume of traffic enforcement already performed by the Patrol Division, as shown above.

Under community policing, controlling vehicle traffic and enforcing traffic laws are important indicators of a police department's commitment to address community concerns and problems. Since one of the major tenets of community policing is to give the patrol function a wide variety of resources to address community concerns and problems, and since it is safe to assume that the Patrol Division is playing an important role in traffic enforcement already, it seems appropriate to allocate additional resources to the patrol sectors to deal with traffic issues. Therefore, the police department should decentralize the traffic enforcement function further, similar to what it is already doing in the Central Patrol Sector, by providing more traffic enforcement resources than are provided to the other patrol sectors. Currently a number of motorcycles and motorcycle traffic officers are assigned directly to the Central Sector, the only sector with traffic officers directly assigned.

## IMPLEMENTATION STEPS

1. The chief of police should direct the development of a plan for reallocating Traffic Division resources to the patrol sectors.
2. The bureau and patrol sector commanders should develop a plan to transfer Traffic Division resources to patrol sectors based on traffic enforcement workload.
3. Once the plan is developed, the chief of police should be briefed on the plan, given an opportunity to review and suggest changes, and approve the plan.
4. The bureau, sector, and division commanders should implement the plan. (The implementation of this recommendation should be closely coordinated with the reallocation of other divisions' resources and personnel.)

## FISCAL IMPACT

This recommendation calls for the reallocation of existing resources. Therefore, there should be no fiscal impact to the department from implementing this recommendation.

## FINDING 3-11

### **Significant resources are being spent investigating traffic accidents on private property.**

The police department has a traffic accident response policy that states the department will investigate vehicle accidents on private property (General Order 97-11, Section V, A.). The policy reads:

*It shall be the policy of this department to respond to traffic accidents in Nashville-Davidson County occurring upon highways, the premises of any shopping center, trailer park, apartment house complex, or any other premises that are generally frequented by the public at large.*

The State statute simply requires that “drivers of vehicles involved in traffic accidents resulting in death, injury, or property damage of fifty dollars (\$50.00) or more immediately notify the nearest law enforcement agency.” (*Tennessee Code Annotated*, Section 55-10-106.) Many departments have instituted a practice of providing drivers with “exchange forms” to allow them to capture the information necessary to report the accident to their insurance company. The response of an officer or other employee to ensure that no one is injured, and that a dispute is not actively rising out of the accident is still required. However, it is not necessary for a report to be completed by the responding officer, which saves an estimated half hour of time for each accident of this type encountered. Instead of completing the formal accident report, the officer can merely respond, ensure that no one is injured and that no dispute is in progress, hand out the driver’s exchange forms, and then go on to other duties.

### RECOMMENDATION 3-11

**The police department should work with Metro Legal to revise its policy on investigating vehicle accidents on private property.** The police department should revise its policy on investigating accidents on private property. The policy should cover the investigation of vehicle accidents on private property only if the accidents involve a fatality or a D.U.I. In other cases the use of a driver's exchange form should be explored.

### IMPLEMENTATION STEPS

1. The chief of police should instruct the appropriate staff to rewrite the department policy on investigating vehicle accidents on private property.
2. Staff, with input from the Operations Bureau and Legal Department should rewrite the department policy on investigating vehicle accidents on private property to cover only accidents that include a fatality or a D.U.I.
3. Once the policy is rewritten, the chief of police and the command staff should be briefed on the new policy, given an opportunity to review it and suggest changes, and approve the policy.
4. Upon approval of the chief of police, the new policy should be implemented.

### FISCAL IMPACT

This recommendation would have no direct fiscal impact on the department but it should provide officers more time for other policing activities.

### FINDING 3-12

**The department currently uses 48 motorcycles for traffic enforcement.** While motorcycles are useful for some types of congested area traffic enforcement, the climate in Nashville is not conducive to routine use of motorcycles as a primary response vehicle. The Traffic Division does not have sufficient staff to keep these motorcycles fully utilized, and does not have sufficient marked sedans to effectively utilize Traffic Officers during inclement weather.

Looking at the Peer Agency data, Louisville has 6 motorcycles, Charlotte has 7 motorcycles, Oklahoma City has 20, Memphis has 33, and Indianapolis has 37. Only Austin with 69 has a greater number.

### RECOMMENDATION 3-12

**Conduct a review of motorcycle utilization.** From our observation and from the results of our peer study, MNPd has an extremely large fleet of motorcycles, not all of which are being utilized. Patrol sedans would be better suited for the majority of tasks

now assigned to motorcycles (and have the advantage of being all-weather vehicles). Before the department acquires additional motorcycles, it should be determined if their use as primary response vehicles is appropriate in other than limited circumstances.

Among the review criteria should be:

- number of days a year the motorcycles can be/are used (weather issues);
- average number of motorcycles in use;
- time lost due to prisoner transport delays (motorcycles cannot transport prisoners, requiring an additional officer to be tied up on arrests);
- officer safety implications of operating motorcycles at night and in inclement weather conditions (and on duty injury comparisons for motorcycle and sedan officers);
- limited visibility to citizens of motorcycles when working wrecks and increased risk to citizens and officers from this use;
- critical evaluation of tasks that cannot be performed by a Patrol Sedan;
- ability to utilize motorcycle officers during bad weather (What can be done with them if sufficient Patrol Sedans are not available? Interviews suggest there are not sufficient spare cars to utilize these officers effectively in bad weather); and
- productivity comparisons between "Traffic Officers" in sedans verses motorcycle officers.

While we do not recommend the elimination of all motorcycles, the number of motorcycles now available exceeds actual need. However, a critical assessment of their use as recommended above should enable the government to make an objective determination of their worth to the community. It would be our belief that the number of motorcycles could be reduced by at least 33 percent without a substantial loss of effectiveness.

As part of the work of the Vehicle Allocation Committee outlined in Recommendation 1-12, a Motorcycle Utilization Subcommittee should be established. This subcommittee should include personnel familiar with the operation and maintenance of motorcycles, as well as other personnel with nonmotorcycle backgrounds.

## **IMPLEMENTATION STEPS**

1. As part of the work of the Vehicle Allocation Committee outlined in Chapter 1.0, a Motorcycle Utilization Subcommittee should be established.

2. Development of allocation and utilization recommendations, including peer review.
3. Presentation of Recommendations to the Vehicle Allocation Committee
4. Presentation of full Committee recommendations to the Chief and the Command Staff. Additional staff work or revisions as necessary.
5. Adoption of recommendations

### **FISCAL IMPACT**

None in 2002/2003. The subcommittee will not present any fiscal impact. However, depending on the outcome of the study of motorcycle use, recommendations may present fiscal impact. If 20 patrol sedans were purchased to replace motorcycles, the capital cost would be approximately \$600,000.

### **3.11 Tactical Investigations Division**

The Tactical Investigations Division, a unit of the Uniform Services Bureau, is responsible primarily for handling cases involving hazardous devices, performing the department's aviation functions, and running the Canine Unit. The specific functions performed by the Tactical Investigations Division include:

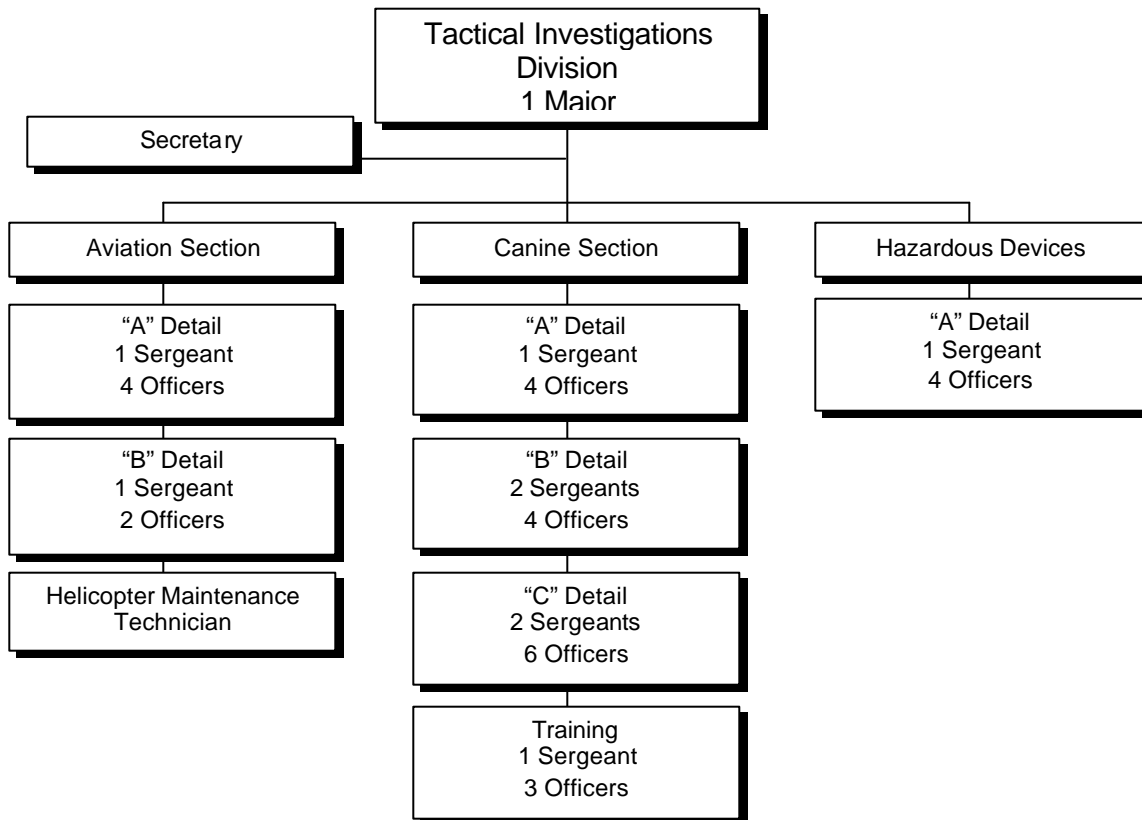
- handling suspicious, explosive, and incendiary devices;
- performing flight operations for search, pursuit, and intelligence gathering; and
- training dog handling teams to search for articles, humans, drugs, and explosives, and track down suspects and criminals.

The Tactical Investigations Division has three sections responsible for performing the functions noted above. The sections of the division are:

1. Aviation Section;
2. Canine Section; and
3. Hazardous Devices Section.

The organizational chart, Exhibit 3-26 shows the division's current organizational structure and staffing.

**EXHIBIT 3-26**  
**METROPOLITAN NASHVILLE POLICE DEPARTMENT**  
**TACTICAL INVESTIGATIONS DIVISION**  
**ORGANIZATIONAL STRUCTURE AND STAFFING**



**FINDING 3-13**

**MNPD does not have an aviation policing strategy on which to build and operate an aviation program.** The number and type of aircraft may not be best suited to the needs of the department. At the present time there are six helicopters assigned to this unit. There are no fixed wing aircraft. While helicopters are very versatile aircraft, they are very expensive to purchase and maintain and in many applications offer few if any advantages over slow flying fixed wing aircraft. The primary advantages of the fixed wing aircraft are lower initial cost, lower hourly operating costs for routine maintenance and fuel, and lower annual upkeep.

None of the peer agencies maintained a fleet of aircraft the size of MNPD. The closest was Memphis, with four operational helicopters out of five owned. Austin has one fixed wing and one helicopter. Charlotte has two helicopters. Indianapolis has four helicopters, and Oklahoma City has two helicopters and one fixed wing.

### RECOMMENDATION 3-13

**The department should conduct a strategic assessment of its actual aviation needs.** A strategic analysis should be conducted to determine both the number and type of aircraft best suited for the department's needs, and the number and type of pilots required. This analysis should be done with the assistance of persons qualified in general aviation and law enforcement aviation operations.

### IMPLEMENTATION STEPS

1. The chief of police should instruct the Strategic Deployment Division, working with aviation and field operations staff and local aviation professionals, to conduct a strategic assessment for the aviation program.
2. The strategic assessment should address the mission of the aviation unit, the costs and benefits of operating such a unit, and the most efficient way in which to provide aviation services in the future. A review of other agency aviation programs may also prove useful.
3. Based on the results of this review, recommendations should be brought forward concerning the number and type of aircraft needed and the number and type of pilots needed. Recommendations should also be made on the maintenance of the aircraft.
4. The Chief should review, modify if needed, and adopt the recommendations of the study group.

### FISCAL IMPACT

The cost of the study should present no fiscal impact, as this would be done as part of the strategic planning and audit implementation effort. The outcome of the study may make it possible to eliminate a number of aircraft, change the mix of the fleet with existing dollars, and/or develop recommendations that will increase the efficiency and/or reduce the cost of the current aviation unit.

### FINDING 3-14

**The aviation maintenance technician's records are not routinely reviewed.** When the audit team inquired about aviation maintenance records, team members were told by staff in the Tactical Investigations Division that the aviation maintenance technician's records are not routinely reviewed by qualified individuals to help ensure that all work is properly performed. It is important to note that no equipment failures have occurred to suggest that the maintenance technician's work is substandard. However, it would be prudent to have a qualified individual routinely check the work of the maintenance technician to ensure that all maintenance is performed to appropriate standards.

### RECOMMENDATION 3-14-1

**The police department should contact other law enforcement agencies with helicopter maintenance technicians about establishing a reciprocal relationship for inspecting maintenance records. This service could also be provided by contracting with a certified professional.** Many police departments with helicopters and other aircraft have their maintenance records inspected to help ensure compliance with maintenance standards. Some departments use staff from other law enforcement agencies, while others hire outside professionals. The MNPd first should explore establishing a reciprocal relationship(s) with other law enforcement agencies so there would be minimal or no cost to the department. If such relationships are not possible, the department should look into hiring a professional technician to perform the inspections.

### RECOMMENDATION 3-14-2

**Consideration should also be given to outsourcing the entire maintenance function.** While helicopters are very maintenance intensive, given the fleet size and the number of pilots available, it seems unlikely that one mechanic can adequately maintain the six helicopters currently owned by the department. During the time of this review one helicopter was out of service due to the need for extensive repairs. Such repairs could more readily be accomplished by the use of outside maintenance support.

### IMPLEMENTATION STEPS

1. The chief of police should instruct the Strategic Deployment Division and the Tactical Investigations Division commander, working with division staff, to look into having another law enforcement agency review MNPd's aircraft maintenance records.
2. If it is not possible to establish such a relationship with another law enforcement agency, the commander should look into procuring the services.
3. Based on the results of those inquiries, a plan should be developed, with input from division staff, for the regular inspection of aircraft maintenance records and/or the outsourcing of aircraft maintenance.
4. The Tactical Investigations Division commander should implement the plan.

### FISCAL IMPACT

Since it is not possible to determine the arrangements for inspecting the department's aircraft maintenance records, the fiscal implications cannot be determined. If the department cannot arrange for no-cost inspections by another law enforcement agency, there would be a cost to the department to use a private company. Outsourcing would add significant cost, depending on level of services required. The significant benefit of outsourcing would be in providing additional capacity to repair and maintain the six

helicopters, especially if additional flight time was contemplated. At the present time at least one of the helicopters is not in service due to needed repair.

### FINDING 3-15

**The department's pilots are flying less than 10 percent of their scheduled duty time.** During the audit team's on-site visit, the Aviation Unit had six helicopters in regular use, although one helicopter was undergoing extensive maintenance. At that time, the Aviation Unit had six pilots. Based on data provided by the Tactical Investigations Division, the Aviation Unit's pilots flew approximately 1,062 hours in 2000. The table below shows the number of hours flown by each helicopter in 2000. (Note: the 2000 data were the most current full-year data provided to the members of the audit team.)

If a pilot is available to work 1,812 hours per year, all six pilots are available to work a total of 10,872 hours per year. If the department's aircraft flew a total of 1,061.6 hours in 2000, then the pilots flew only 9.76 percent of their available work time. (On average, a call lasted 39.22 minutes.) During discussions with department command staff and division management, it was suggested that the department could use more pilots. Based on the data above, the department has more than enough pilots to handle the Aviation Unit's workload.

Exhibit 3-27 shows the number of hours flown by each helicopter in calendar year 2000. You will note one helicopter did not fly, one flew one hour, and one flew less than 50 hours. The highest number of hours flown by any single aircraft was just over 500. At these rates, it would appear either there is a problem keeping the three lowest time aircraft in sufficient repair to be available for flight duty, or there are too many aircraft.

### EXHIBIT 3-27

Aircraft	N701MP	N702MP	N703MP	N704MP	N705MP	N706MP	Total Hrs.
Hrs. Flown	501.5	In maintenance	47.6	1.0	273.1	238.4	1,061.6

Exhibit 3-28 shows the number of hours flown by each pilot in 2000. (The pilots are represented by the letters A, B, C, etc.) It should be noted that 200 hours of flight time a year (fewer than four hours per week) is considered minimal to maintain proficiency. Only two of the current six pilots achieved this level of flight time in 2000.

### EXHIBIT 3-28

Pilot	A	B	C	D	E	F	Total
Calls	369	343	287	92	342	191	1,624
Flight Hrs.	137.4	243.8	121.8	192.5	247.0	119.1	1,061.6

Source: MNPd, Tactical Investigations Division, November 2001.

### RECOMMENDATION 3-15

**The police department should not pursue hiring more pilots given the current workload level of the Aviation Unit. The department should determine if the some of the current personnel could be redeployed to Patrol.** With the current level of flight time being so low, it would appear that some of the current pilots could be assigned other duties.

A related issue that should be addressed is the large amount of unaccounted for time associated with officers assigned to this unit. There are currently no other official duties assigned to these officers. When they are not flying or maintaining the aircraft, they have no other duty assignment. While some of these officers are “on standby” and have to be ready to fly, others who are not subject to flight assignments seem to be idle. Some other duties that could be performed in conjunction with aviation duties should be identified.

### FISCAL IMPACT

There will be no fiscal impact associated with this recommendation.

### IMPLEMENTATION STEPS

1. As part of the needs assessment for the aviation program outlined immediately above, the possibility of assigning additional duties to aviation personnel should be explored.

### **3.12 Special Weapons and Tactical Team and Negotiators Unit**

The Special Weapons and Tactical Team (SWAT), along with the Police Negotiators Unit, are not “standing” units and primarily support the patrol function of the department. The SWAT and Negotiators Unit are specialty units and are not staffed by officers on a full-time basis. Instead, officers are specially trained to perform the functions necessary to be members of the specialty units and are called upon only when needed. The officers carry out customary law enforcement duties during the regular course of performing their jobs. However, there is one full-time sworn officer assigned to the SWAT Team to help ensure that training, equipment, interdepartment cooperation and coordination, and command are performed in accordance with established

standards and protocols. The hostage negotiators are separate from the SWAT Team but work closely with SWAT Team members.

The responsibilities of the SWAT Team and Negotiators Unit include responding to such calls as:

- hostage situations;
- sniper attacks;
- armed suspects barricaded against arrest (barricaded subjects);
- arrest of multiple armed felons in a fortified location (heavy arrest);
- dignitary protection; and
- special circumstances like riot suppression.

The SWAT Team's activities are generally separated into three elements: perimeter and containment, entry, and command.

#### **COMMENDATIONS**

- **The police department should be commended for staffing the SWAT Team and Negotiator Unit with specially trained personnel without requiring them to be assigned to these units full-time.**
- **The SWAT Team has been the recipient of numerous awards and commendations.**

The police department is able to capitalize on the skills and abilities of the specially trained members of the SWAT Team and Negotiators Unit without the need to pull the members out of the core functional areas of the department. This is a very efficient use of staff.